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USAID/GHANA

STRATEGIC OBJECTIVE NO. 2

INCREASING THE EFFECTIVENESS OF PRIMARY EDUCATION

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ACTION MEMORANDUM TO THE USAID/GHANA DIRECTOR

Date September 26, 1996
From: Peter Kresge, ~~SO~~ 2 Team Leader
Subject Primary Education Strategic Objective, 641-0128 and 641-0129

I Action Requested. Your approval is requested for a grant of \$53,000,000 -- \$35,000,000 in project assistance (PA) and \$18,000,000 in nonproject assistance (NPA) -- to the Government of Ghana (GOG) from the Development Assistance Account for the Primary Education Strategic Objective Program, 641-0128 and 641-0129. It is planned that a total of \$8,397,000 will be obligated in FY 1996, \$2,500,000 in NPA (641-0128) and \$5,897,000 in PA (641-0129). Subsequent incremental funding from USAID will be subject to the availability of funds and the mutual agreement of the parties, at the time of each increment, to proceed.

II Background Ghana's long-term vision is to become a middle income country by 2020. This is a challenging goal. Economic growth has averaged 5% over the last decade, but per capita Gross Domestic Product is still around US \$450 and around one-third of the population is living below the national poverty line. The GOG's development strategy -- increasing agricultural production and private manufacturing and industry -- in turn depends upon an effective and expanded basic education system.

The GOG is committed to making nine years of schooling compulsory for all school age children by 2005. This bold step -- which is referred to as the free, compulsory, universal basic education (fCUBE) initiative -- will be difficult and costly. The GOG's support for basic education is unequivocal. Article 39 of the country's 1992 Constitution mandates the major tenets of fCUBE. Since 1987 the GOG has increased its education budget by 700% and basic education's share of that total has grown from 45 to 60%.

While the end result is laudatory, some experts are skeptical about achieving both universal access to basic education AND improving the quality of education services in ten years. The principal impediments include unequal access (especially girls and children living in remote and disadvantaged areas), an inefficient throughput characterized by high repetition and dropout rates, unacceptably low levels of learning, and schooling that has limited relevancy to the social and economic needs of Ghanaian communities. The GOG requested several donors, including USAID, to assist in addressing these impediments through support for the fCUBE program.

USAID has successfully tackled similar issues -- especially those related to curriculum development, teacher training and school management -- in other countries. Over the last five years, USAID has invested more than \$32 million to enact reforms in Ghana's primary education policies, pioneer innovative learning systems, and support community participation in school construction and management. More recently, primary education has become a leading edge of USAID/Ghana's effort to support decentralization and deconcentration policies and expand local participation in development activities.

The evolution of USAID's approach to improving primary education in Ghana has been guided by a number of studies, workshops and donor forums that have taken place over the past two years. A Ministry of Education (MOE)-led, multidonor-supported basic education assessment, begun in 1994, reviewed the education reform experience in Ghana and led to the government's preparation of a program for the development of basic education within the framework of free, compulsory universal basic education (fCUBE). Studies by the World Bank in designing its Basic Education Sector Improvement Program have supplied detailed financial, economic and administrative information regarding basic education in Ghana, while research on school quality indicators has helped shape the Mission's approach to the Model School Program.

In our judgement, unless the issues related to the quality of basic education are treated early and thoroughly, and unless parents and communities actively support school management, teaching and learning in the classroom will not improve, and the basic education system will be inadequate to support rapid economic and social growth.

III Discussion

A Description of the Program This activity will achieve USAID/Ghana's strategic objective (SO) for education, **increased effectiveness of the primary education system**. Using a combination of project and nonproject assistance, the program targets interventions at both the school and policy levels to improve and implement processes, procedures and policies that support quality education. The main focus of the program is the development of school quality standards (SQS) through a Model Schools Program that will deliver quality education and be cost effective and replicable on a national scale. Concurrently, USAID will work at the national level on reforming policies and procedures in order to create a more supportive environment for quality primary education. The strategic objective will be achieved through two results packages (RPs): Quality Education Through Model Schools (RP1), and Implementation of Improved Policies for Quality Education (RP2). **(RP1) Quality Education Through Model Schools** This RP focuses on establishing a Model Schools Program that will demonstrate the conditions required for

effective and sustainable primary education in Ghana. At the center of this effort, USAID will support the creation of 330 model schools, including at least one model school in each of the country's 110 districts. In each of these schools, USAID will help put in place all the functions and resources necessary to operate the schools at acceptable SQS. Provisional SQS targets that represent the best current practices for primary education in Ghana have been developed for school facilities, instructional materials, school management, classroom size, teaching, staffing, and parent and community involvement. With the knowledge gained from using SQS as a planning and management tool in the model schools, USAID will help the MOE develop a national Model Schools Program that is affordable and appropriate in the Ghanaian context.

The activities that support achievement of RP 1 focus on (1) improving the environment for learning, (2) promoting effective teaching, and (3) supporting greater parent and community involvement in education.

To improve the **environment for learning**, USAID will help with strengthening District support for model schools, creating and implementing school improvement plans, improving supplies and distribution of learning materials, and renovating and constructing physical facilities in model schools.

To promote **effective teaching**, USAID will support training for teachers to use pupil-centered instructional practices and assessment techniques, improving school supervision by both circuit supervisors and school headmasters, creating a sustainable in-service professional development system, and developing and testing distance learning technologies for teacher training and classroom instruction.

Under the **community involvement** component, USAID will help develop and implement educational information campaigns about quality education and model schools, establish and strengthen School Management Committees, Parent-Teacher Associations and other local organizations, including the provision of basic skills training in accounting, management and advocacy, and support the participation of communities in developing and implementing school improvement plans.

(RP2) Implementation of Improved Policies for Quality Education.

RP2 addresses the significant policy and technical constraints affecting student performance in Ghana's primary education system. The development of an environment that permits and promotes school-level change and the reform of district-level decision-making, management and school support practices will require changes at both the national and district levels. At the national level, an enabling environment must include national policies that

allow districts to assume more authority and responsibility over decisions that directly affect their ability to support schools. Two critical aspects of this devolution of power relate to the provision by the national government of sufficient resources to ensure the operation, expansion and improvement of the education sector, and the decentralization of authority over those resources to the district level. A key element of this process will be the government's willingness and ability to provide significant sustained sectoral financing for expenses other than personnel costs.

The activities that support achievement of the RP2 focus on (1) revising the primary education curriculum and developing and testing instructional materials and assessment standards and procedures, (2) improving the education personnel management system, (3) increasing the capacity and authority of districts and schools, and (4) improving school quality information and analysis.

Under the **curriculum, instructional materials and assessment** component, USAID will assist the GOG to develop and implement policies and procedures to reduce the number of subjects in primary grades from nine to five and increase instructional time for language learning, develop an improved primary curriculum, develop and test revised instructional materials (textbooks, learning aids, and instructional technologies), develop and test standardized pupil assessment instruments linked to the revised curriculum, train teachers in the use of revised learning and assessment tools, and train staff of the MOE's Curriculum Research and Development Division in management of the curriculum reform process.

Under the **personnel management** component, USAID will assist the GOG to develop and implement a personnel redeployment plan, improve and implement policies, management systems and procedures for recruiting, hiring, posting, transferring and promoting educational personnel, establish a management system and standardized procedures for assessing teacher performance in the classroom, develop a management system and procedures for implementing incentives and sanctions for education personnel, and train MOE and district education personnel in the use of revised policies and procedures.

Under the **capacity and authority of districts and schools** component, USAID will assist the GOG in establishing clear and consistent policy guidelines on the roles and responsibilities of key educational units and personnel at the national, regional, district and school levels, training district and school personnel in planning, budgeting, and management of financial and personnel resources (this includes training district personnel to improve teacher supervision and conduct in-service training of teachers), and finding ways to increase the share of primary education

resources controlled by the districts

Under the **information and analysis** component, USAID will assist the GOG to integrate SQS information into the MOE information management system, train MOE personnel in information analysis and use of data in program planning, and organize forums to promote the sharing of information among community leaders, the staff of model schools and district and central planners

The **intermediate results** that will contribute to achieving the strategic objective are presented below along with their targets and indicators

RP1 QUALITY EDUCATION THROUGH MODEL SCHOOLS

1. Improved Environment for Learning At least 90% of Model Schools will accomplish annual objectives for improving the learning environment

2. More Effective Teaching Within two years of establishing a Model Schools program, pupil performance in model schools on standardized annual assessments will be at least 50% greater than that in control schools

3 Greater Parent and Community Involvement At least 80% of model school parent and community groups will meet their commitments for annual school improvement plans

RP2 IMPROVED POLICIES FOR QUALITY EDUCATION IMPLEMENTED

1 Primary Education Curriculum Revised and Instructional Materials Developed and Tested along with Assessment Standards and Procedures Within 3 years of start-up of program activities, curriculum changes for grades 1-3 will have been developed and piloted in model schools and accepted by the MOE for introduction throughout the primary education system This includes development and testing of standardized pupil assessment instruments linked to the curriculum

Within 5 years curriculum changes for grades 4-6 will have been developed and piloted in model schools and accepted by the MOE for introduction throughout the primary education system This includes development and testing of standardized pupil assessment instruments linked to the curriculum

Within 2 years the policy directive which allots additional instructional time for language will be adequately implemented by at least 80% of schools in districts implementing a Model Schools program

2 Education Personnel Management System Improved

Those districts which initiate Model School programs will have already developed and fully implemented personnel redeployment plans. Redeployment entails insuring that all district primary schools have a full complement of qualified staff, that primary school teachers occupying management positions are re-posted to teaching positions and that overstaffing of teachers in junior and senior secondary schools is eliminated.

Teacher attendance in districts managing a Model Schools program will rise to at least 80% within two years of initiating the program.

3 Capacity and Authority of Districts and Schools

Increased At least 75% of District Education Oversight Committees in districts managing Model School programs will accomplish objectives of annual SQS plans.

Within 3 years of starting up a Model School program, districts will increase primary education expenditures on non-salary items by at least 25%.

4 School Quality Information and Analysis Improved

Within 3 years of starting up a Model Schools program, districts will be able to formulate annual plans on the basis of complete, accurate school-based data from the previous academic year.

By 2001 at least 75% of primary education professionals -- including teachers, headteachers, circuit supervisors, district education officers and others -- will be familiar with results of effective practices generated from model schools programs.

Four indicators will measure achievement of the strategic objective

1 The percentage of students passing criterion referenced tests in English and mathematics The percentage of students in schools that have participated in the Model Schools Program for at least three years passing the criterion referenced test for English is expected to rise from 3.6% (national average) in 1995 to 30% in 2002, and for mathematics from 1.8% to 15% over the same period.

2 Enrollment rates in Model Schools as compared to the current national average Enrollment rates in Model Schools are expected to increase to 85% by 2002 from a national average of 60% in 1995.

3 **Retention rates in Model Schools as compared to the current national average** Retention rates in Model Schools are expected to increase to 80% by 2002 from a national average of 50% in 1995

4 **Model Schools program adopted nationwide** By 2002 a Model Schools program will have been initiated in all of Ghana's 110 districts

B Financial Summary The first year of program funding will consist of an FY 1996 obligation of \$8,397,000 (\$5,897,000 in project assistance (PA) and \$2,500,000 in nonproject assistance (NPA)) Total life-of-activity funding is \$53,000,000 (\$35,000,000 in PA and \$18,000,000 in NPA) The GOG will contribute to the program the equivalent of \$17,700,000 toward meeting the objectives of the activity This contribution may include expenditures for the salaries of GOG personnel during program implementation, as well as in-kind contributions of office space, classroom facilities and supplies The Grantee contribution for FY 96 is the equivalent of \$2,800,000

The overall breakdown of planned USAID contributions is as follows

**USAID Contributions
(US\$000s)**

Category	Obligation This Period	Planned Future Obligations	Total Life of Activity
Technical Assistance	2,397	6,446	8,843
Training	500	3,613	4,113
Commodities	1,000	6,004	7,004
Construction	500	4,829	5,329
Grants	1,250	5,200	6,450
Program Support	250	3,011	3,261
Subtotal	5,897	29,103	35,000
Nonproject Assistance	2,500	15,500	18,000
Grand Total	8,397	44,603	53,000

C Mission Review The Primary Education Strategic Objective was designed according to the precepts developed with the reengineering of USAID and laid out in the Automated Directives System Representatives from a wide range of Mission offices -- Education and Human Resources Development, Program and Project Development, Controller and Contracts -- were members of the SO

team and actively participated in all stages of the design of the program. The SO team devised a results framework following extensive consultations with customers and stakeholders. Two results packages were then developed to support specific results from the results framework. All required documentation was prepared, including design and feasibility analyses. The various sections of the strategic objective package were closely reviewed at all stages of development by all concerned Mission staff. Concurrence by SO team members of the various sections prepared constitutes clearance of the documentation. The final product is very much a team effort. Special thanks go to the Deputy Director, who provided guidance throughout the design.

D Special Concerns Among the many issues that arose during the design, the most serious concerns pertained to 1) how the NPA was to be handled (would it generate local currency, would there be a separate account and would the dollars be tracked), and 2) how many districts and how many schools the Model Schools Program would operate in.

Regarding NPA, the Mission determined that the GOG would not directly engage in sales of dollars disbursed under this NPA program, i.e. there would be no counterpart generations. The GOG, however, will be required to provide sufficient funding for the local currency needs of the primary education program through the general budget. Conditions precedent and covenants have been drafted in such a way that the GOG will be responsible for demonstrating that adequate budgetary resources have been appropriated, committed and disbursed to achieve performance objectives.

Section 532(b) of the 1996 Foreign Operations, Export Financing and Related Programs Appropriations Act states that countries receiving cash transfers or cash-disbursing, non-project sector assistance, whether Development Assistance or Economic Support Funds, are required to establish separate accounts for receipt of such funds. However, per Section 532(b)(4) of the aforementioned Act, USAID may exempt this activity from the separate account requirement upon notification of the Committee on Appropriations. This has been done and the Congressional Notification which expired on August 20, 1996 (STATE 174639) constitutes approval to exempt this Strategic Objective from the separate account requirement. The Mission's rationale for seeking this exemption was to support the existing policies that are non-restrictive and

are supportive of market allocations of foreign exchange. There will be no dollar tracking beyond the transfer to a GOG-designated Bank of Ghana account in New York.

Concerning the number of districts the Model Schools Program will operate in, the Mission felt it was important that the program truly be a national program and that it, therefore, had to operate

in all 110 districts by the end of the activity. The Model Schools Program will start in at least six districts and 24 schools, a sample that is small enough to manage for success, yet large enough to learn lessons that can be replicated in a variety of national situations. From that base, it will expand to the other districts until a total of 330 model schools have been created.

IV. USAID Legal and Policy Requirements:

A. Waivers: No special waivers are required for the program.

B Justification to Congress: The Congressional Notification for the program expired without objection on August 20, 1996 (STATE 174639).

C Initial Environmental Examination The Africa Bureau Environmental Officer approved the IEE on September 3, 1996. The program received a categorical exclusion, with the NGO activities being recommended for a deferral as their exact nature is not known at this time. Another IEE will be done to cover construction activities before any construction actually gets under way.

D. AA/AFR Approval to Use Nonproject Assistance: The Deputy Assistant Administrator for Africa approved the use of nonproject assistance by the program on September 25, 1996.

E. Budget Allowance. Appropriation 726/71021 1, Budget Plan Code GDV6-96-21641-KG13, provided \$5,897,000 in PA funding for activity 641-0129. Appropriation 726/71021 1, Budget Plan Code GVD6-96-31641-KG31, provided \$2,500,000 in NPA for activity 641-0128 (PAAD Number 641-T-606).

V Authority USAID/Washington approved the Mission's strategic objective for primary education in May 1996 (STATE 100883). Section 4(2)A of the Africa Bureau Delegation of Authority to the Field of October 4, 1995 gives you broad authority to negotiate and execute grant agreements.

VI Recommendation That you sign the following attached documents for the Primary Education Strategic Objective Program:

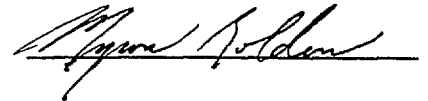
- 1) the Strategic Objective Grant Agreement approving life-of-activity funding of \$35,000,000 for the project component and \$18,000,000 for the nonproject component, and obligating FY 1996 funding which includes \$5,897,000 in PA and \$2,500,000 in NPA,
- 2) the PAAD facesheet authorizing \$2,500,000 of nonproject assistance, and

1) the Strategic Objective Grant Agreement approving life-of-activity funding of \$35,000,000 for the project component and \$18,000,000 for the nonproject component, and obligating FY 1996 funding which includes \$5,897,000 in PA and \$2,500,000 in NPA,

2) the PAAD facesheet authorizing \$2,500,000 of nonproject assistance, and

3) the Section 611 Certification attesting that sufficient technical and financial planning has been carried to determine a reasonably firm estimate of the cost to the United States Government of the assistance and that the Government of Ghana has the financial and human resources to effectively maintain and utilize capital assistance carried out under the program

Approved



Disapproved



Date

September 28, 1996

Myron Golden
Director
USAID/Ghana

PREFACE

The Primary Education Strategic Objective was designed according to the precepts introduced with the reengineering of USAID as laid out in the Automated Directives System. A strategic objective (SO) team with members drawn from a number of Mission offices was created to develop the activities, agreements and supporting documentation needed to achieve the program. The SO team devised a results framework following extensive consultations with customers and stakeholders. The SO team defined two results packages (RPs) to support specific results from the results framework.

With reengineering having abolished both Project Papers and Project Assistance Approval Documents, the SO team was free to devise a design format that presented all the information required for activity identification and obligation in a manner that made the most sense for the task at hand. After much discussion, the SO team decided that certain topics were best discussed directly in terms of the two RPs, while others lent themselves better to coverage at the SO level. The list of strategic objective package documents on the next page shows how the various components were treated.

The activity combines both project (PA) and nonproject (NPA) assistance. In the spirit of reengineering, the SO team decided to obligate the PA and NPA with one Strategic Objective Grant Agreement. Approval to do this was obtained from the Regional Legal Adviser at REDSO/WCA in Abidjan and GC in USAID/Washington.

As all key offices were represented on the SO team and actively participated in the design of the activity, review and approval of the documentation was ongoing at all stages of its development. The final product was very much a group effort.

INTRODUCTION AND OVERVIEW

I Background

Effective basic education is fundamental to achieving the literacy and numeracy levels required for sustainable economic growth. The system mandated to provide that education in Ghana failed miserably in the 1970s and 1980s. During that time, there was a dramatic reduction in government expenditures for basic education, a severe shortage of essential instructional materials, a deterioration of school buildings, a mass exodus of qualified teachers from Ghana and an erosion of community confidence in the education system.

Concerned about the deterioration in education, the government, in 1987, began taking steps to rehabilitate and reform the education system. The government initiated an education reform program that included the revising of curricula from primary through secondary school, expanding and updating teacher training, and reducing pre-tertiary education from 17 to 12 years. The 1987 reforms also laid the foundation for the decentralization of school supervision and gave responsibility for building and maintaining school facilities to district assemblies.

Since 1987 Ghana has maintained one of the strongest financial commitments to the education sector in Africa. The government spends almost a quarter of its total recurrent budget on basic education (grades 1-9). Over 95% of those funds, however, are spent on salary-related items. Donor programs have been relied on to provide substantial funding for essential materials and training. All of these inputs, including more than \$400 million from donors over the past decade, have been necessary but not sufficient for improving the quality of learning in the classroom. Primary school student achievement remains woefully low, contributing to widespread illiteracy and a low level of human development.

II. Major Concerns

Major concerns regarding primary education focus on instruction, management and community participation.

A Poor Learning Environment

Most Ghanaian school children who complete six years of primary education are functionally illiterate. They do not learn to read or write in their local language or in English. In a recent survey, 43% of grade 5 students could write no more than 15 English words. Fewer than 5% had full comprehension of what they were reading. While the ability to read without comprehension was better, a majority, ranging from 86% in grade 2 to 51% in grade 5, were unable even to read the words. There are several causes for the low learning levels.

(1) **Overloaded curriculum** The current primary curriculum includes 9 subjects and is burdensome to teachers and students.

Even under the best circumstances and with strict adherence to the timetable, the curriculum is beyond the ability of most teachers to convey effectively

(2) Poor teaching Teachers are central to the delivery and quality of education. But over the past two decades, the quality of teaching in Ghana has plummeted because of poor conditions of service, inadequate training and low social esteem. Absenteeism is high. Methods of teaching are outmoded and rely heavily on techniques that diminish student participation and interest, such as memorization and copying from the blackboard.

(3) Low instructional time In 1993, the Ministry of Education (MOE) increased the school day from 4 to 5 hours and the school year from 36 to 40 weeks. This brought Ghana up to 800 hours of official instruction time, the international average for low income countries. Despite this change, very little classroom time, 2 to 3 hours per day, is spent on actual learning. School rarely starts or ends on time, and classes are constantly interrupted for sporting and cultural festivals, or because of students' and teachers' absence or tardiness.

(4) Few contact hours with English Children do not have sufficient contact with English to gain the skills necessary to learn the rest of the curriculum. It is estimated that Ghanaian primary school children, particularly in rural areas, have less than 800 contact hours with listening, speaking and writing in English through their entire primary school years. This stands in stark contrast to the over 28,000 hours of contact for students in the U S , Canada or Great Britain.

(5) Availability, use and quality of reading and learning materials Although textbooks are now available in greater numbers, (about 90% of primary students had access to textbooks in 1994), their decade-long absence from the classroom has resulted in textbooks not being integrated into the instructional program. In most primary classrooms in Ghana, there are almost no supplemental reading materials or other requisite learning materials.

B Inadequate School Management

Management problems pervade all levels of the education system and have a significant impact on low learning levels.

(1) Supervision Despite a revamping of the teacher inspectorate system -- including training and the provision of motorcycles to more than 500 new circuit supervisors -- the number and nature of supervisory school visits are inadequate. On average schools are visited 2 to 4 times per year, and remote schools less often. Circuit Supervisors largely assess teachers' progress by counting the number of exercises covered in class. This encourages teachers to rush through exercises without lessons being understood by the pupils. Circuit Supervisors are required to conduct classroom observations and write detailed reports, but

a review of school inspection reports reveals that this critical supervisory activity is rarely done

(2) Poorly trained management personnel The Ghana Education Service recruits management staff strictly on the basis of teaching qualifications and years of experience, and promotes them according to their number of years of service. Little or no specialized training is offered to management personnel, e g , for planning, budgeting, instructional support, and curriculum development

(3) Poor staff allocation and coordination School heads are often burdened with a full teaching load and find little time to check on their teachers' performance. Yet most district education offices are overstaffed with administrative personnel who have little or no contact with school-related activities. The average education office in Ghana's 110 districts has more than fifty staff members and the regional offices have more than 65

C Low Community Participation

Community involvement and decision-making in school matters are crucial. Community involvement can have a positive impact on school enrollment and retention, maintaining school standards and increasing demand for quality education. Since the 1987 reforms, communities have been called upon to take a larger responsibility for education. District Assemblies are now required by law to provide and maintain school facilities and have been granted revenue raising authority.

In many communities, however, the goals of the education reform program and their role in the reform process are unclear. Many communities do not have control of the resources needed for change. School fees collected are sent to the central ministry, teachers are posted from Accra, and District Assemblies decide how to use other discretionary funds. In fact, many communities have lost confidence in the school system. In order to send children to school, parents must forego their help with the farm, with younger children or with household chores in addition to finding money for fees. These costs are too high considering that most children do not acquire even basic literacy and numeracy skills in the primary education system.

III. Donor Support to Basic Education

A USAID

USAID has supported education reform in Ghana through the Primary Education Program (PREP), which started in 1990 and will end in 1997. This \$35 million activity has focused on supplying textbooks and other teaching materials, providing in-service training, developing policies on equity, and making resources available to strengthen the decentralization of the education reform program. Through PREP assistance, 94% of primary school teachers received in-service training, sufficient textbooks were

printed to distribute to 90% of students, and a national student assessment system, the Criterion Referenced Test which is administered to students leaving grade 6, was put in place

Despite these accomplishments, the education system continues to face formidable problems. PREP's basically input-driven, top-down approach has not significantly raised learning outcomes at the classroom level. Teacher training needs to be accompanied by the intensive follow-up and supervision which will reinforce acquired skills. Management capacity within the MOE needs to be developed to ensure that all textbooks and other necessary learning materials are actually accessible to students. Teachers need to be trained in the use of techniques for continuous student assessment in order to identify and correct problems in student comprehension and learning before the final year of primary school.

B Other Donors

The other principal donors to basic education are the World Bank, Britain's Overseas Development Agency (ODA), UNICEF, the European Union, and Germany's Gesellschaft fur Technische Zusammenarbeit (GTZ) and Kreditanstalt fur Wiederaufbau (KFW). The World Bank is the largest lending institution in the sector and has provided more than \$100 million for education rehabilitation projects. The Bank's Primary School Development Project (1993-1997) will provide 2,000 new primary school pavilions and housing for headteachers in Ghana's poorest communities. The Bank has recently signed a credit facility for a new \$50 million Basic Education Sector Improvement Program.

ODA primarily supports pre-service teacher education. ODA field staff assists in developing training programs and materials for Junior Secondary School tutors at the University College of Education at Winneba and is developing a distance education teacher training program. ODA will likely be collaborating with the two newest donors to the sector, KFW and GTZ. KFW will provide \$10-15 million for the rehabilitation of selected teacher training colleges. GTZ will provide technical assistance to improve professional development and teaching practices for primary teachers in selected teacher training colleges. The European Union provides budgetary support for up to 50% of the MOE's non-wage budget items. UNICEF is in the first year of its five-year program to support girls' education and community-based and child-focused education programs, and to provide general support for policy and planning.

IV Strategic Objective No 2 Increasing the Effectiveness of Primary Education

In accordance with Agency reengineering principles, the USAID proposed program is built around four core values. First, it focusses on the needs of customers who will ultimately benefit from the program. Customers were consulted during the development of the program and will continue to be consulted throughout implementation. Second, it concentrates on results to be achieved. The ultimate achievement expected from the program, the strategic

objective, forms the performance standard by which the program accomplishments will be judged. A number of expected intermediate results have also been identified. These are the key changes which must occur in order to accomplish the strategic objective. Third, the program is based on teamwork. Success in achieving the strategic objective will depend on close cooperation and consultation between USAID and development partners, particularly those within GOG ministries. Finally, the program is built around empowerment and accountability. This is the key to enabling the communities to participate in and contribute to the success of the program.

The USAID primary education strategic objective is to assist the Government of Ghana to **increase the effectiveness of the primary education system**. USAID's strategic objective has been informed by research and project experience. USAID's experience with PREP, the Center for Research on Improving Primary Education in Ghana (CRIQPEG) and support for PVOs/NGOs to improve school conditions, coupled with the MOE's sector improvement goals, provide the foundation and rationale for a program based on targeted interventions at the school level and at the policy level to improve and implement initiatives that support quality education. The program is designed to develop, demonstrate and replicate the conditions and processes that are required for improving school standards and, ultimately, pupil learning throughout the education system by establishing model schools.

To achieve the strategic objective, USAID will work simultaneously at two levels by using a combination of non-project and project assistance. The focus of the program is to develop school quality standards through the Model Schools Program that deliver quality education and are cost effective and replicable on a national scale. Concurrently, USAID will work at the national level on reforming policies and programs that will create a more supportive environment for quality primary education.

As part of the reengineering process USAID accomplishes strategic objectives through results packages (RPs). These consist of the people, funding, authorities, activities and associated documentation required to achieve a specified result or results within an established time frame. Results packages replace projects as an organizational and management tool. Although they are similar to projects, they are intended to be more flexible. The two results packages which have been developed to accomplish the strategic objective for primary education are described below.

A. Results Package 1 Quality Education Through Model Schools

The cornerstone of the model schools results package is to demonstrate the conditions that are required for effective and sustainable primary education and to replicate the successful elements into a national Model Schools Program. As a major focus of this effort, USAID will support 330 model schools, including at least one model school in each of the 110 districts. In each of

these schools, USAID will help put in place all the functions and resources necessary to operate the schools at acceptable school quality standards (SQS). Provisional SQS targets that represent the best current practices for primary education in Ghana have been developed for school facilities, instructional materials, school management, classroom size, teaching, staffing, and parent and community involvement. With the knowledge gained from the model schools, USAID will help the MOE develop school quality standards into a national-level planning and management tool that is affordable and appropriate in the Ghanaian context.

The activities that support achievement of the Results Package 1 focus on (1) improving the environment for learning, (2) promoting effective teaching, and (3) supporting greater parent and community involvement in education.

B Results Package 2 Implementation of Improved Policies for Quality Education

Results Package 2 addresses the significant policy and technical constraints affecting student performance in Ghana's primary education system. The development of an environment that permits and promotes school-level change and reform of district-level decision-making, management and school support practices will require changes at both the national and district levels. At the national level, the establishment of an enabling environment will be evidenced by the extent to which national policies allow districts to assume authority and responsibility over decisions that directly affect their ability to support schools. Two critical aspects of this devolution of power relate to the provision by the national government of sufficient resources to ensure the operation, expansion and improvement of the education sector, and the decentralization of authority over those resources to the district level. A key element of this process will be the government's willingness and ability to provide significant sustained sectoral financing for expenses other than personnel costs.

The activities that support achievement of the Results Package 2 focus on (1) revising the primary education curriculum and developing and testing instructional materials and assessment standards and procedures, (2) improving the education personnel management system, (3) increasing the capacity and authority of districts and schools, and (4) improving school quality information and analysis.

V How SO2 will address gender, equity, and access issues

The central tenet of SO2 is to improve primary school and system quality for both boys and girls. Although SO2 does not have a specific component that channels resources uniquely to gender or geographical equity and access issues, the program will have a significant impact on improving educational opportunities for girls and boys in traditionally underserved areas.

Girls enrollment and retention

Under the Community Participation component, the Information Education Campaign sub-activity will encourage and educate parents on the benefits of girls education. In areas with low girls enrolment activities such as scholarships for girls and girls retention competition will be supported to promote girls enrollment and retention. As part of the SQS process, particular attention will be given to maintaining girls enrollment at 50% and reducing the girls drop-out rate in model schools.

Improving access in rural and remote areas

Under the Model School construction component 25% of allocated resources will be targeted to build, renovate or rehabilitate school facilities in underserved areas. In combination with other SQS activities, this will increase pupils access and retention in rural and remote areas.

Increasing quality education for girls

The Curriculum reform component will have the largest benefit to girls education. The new curriculum will be developed to include gender sensitive information that is welcoming and relevant to both boys and girls. Textbooks and supplemental learning materials will include specific references to girls in stories, using female characters and experiences. Teachers will also be trained to use classroom strategies that encourage, rather than discourage, girls participation.

As part of the Improved School Quality Information and Analysis component, special attention will be given to on-going SQS monitoring and evaluation of gender data including girls participation, drop-out and completion rates. Pupil achievement scores will also be disaggregated by gender.

VI Expected Results

Over the planned six year life of the program a minimum of 330 schools in communities located in all 110 districts throughout Ghana will be assisted to introduce school quality improvements. Significant improvements in learning achievements are expected for the approximately 75,000 students, about 4 percent of all primary school students, who will benefit directly from the model schools program and accompanying education policy reforms. The pass level on annual criterion referenced tests for English and math, a national test administered to sixth grade (P6) students, is expected to increase nearly tenfold to 30 percent and 15 percent respectively¹. This will significantly reduce the gap in student achievement between public and private primary schools. Enrollment and retention rates for students in model schools are also expected to increase to 85 percent and 80 percent from

¹ For students in schools which have participated at least three years in the Model Schools program

current national levels of 60 percent and 50 percent respectively

The expected results under the strategic objective will be the culmination of a process in which a total of 2900-3300 individuals will be trained in various aspects of managing a model schools program

- 1) Head teachers in 330 schools will obtain skills to be more effective in supervising teaching staff, mobilizing community support for schools, and planning and managing school operations
- 2) At least 2000 teachers will obtain skills to use improved methods and materials in teaching the new curriculum Teachers who acquire skills in doing continuous pupil assessment and using the information to inform their teaching strategies will see results as their students' performance on standardized assessments begins to improve
- 3) Approximately 330 circuit supervisors will obtain skills to be more effective in supervising teaching staff This will go a long way to reinforcing professionalism among teachers, encouraging them to improve their attendance and to use their classroom time to the greater advantage of their students
- 4) Between 550-660 district staff, including the District Education Officer and staff responsible for other aspects of education management along with selected members of the District Education Oversight Committee, will obtain skills to become more effective in planning, management and training This training will be central to expansion of the Model Schools program within districts to encompass a greater number of schools
- 5) At least 40 staff members from the central ministry will obtain the skills needed as trainers, planners and managers to expand the model schools program each year to more schools throughout the country
- 6) Approximately 330 community groups will obtain the skills they need to engage constructively in school planning, to monitor what is happening in the schools and to lobby the district or central ministry for resources they need in their schools Enlisting community support for schools is important not only for maintaining school quality improvements but also for ensuring that a greater proportion of school-age children are attending school and come adequately prepared to learn

VII Critical Assumptions

The following assumptions figure significantly in accomplishing the expected results under this strategic objective

Favorable Political/Economic climate

Continued political stability is assumed. It is expected that the December 1996 elections will go forward as planned without undue problems. The program is also designed with the expectation that there will be no significant changes in the current economic situation.

GOG policy commitment

It is assumed that the GOG will be able to make the necessary decisions about staffing (qualifications, incentives, posting, transfers) and provide the resources to accomplish the reforms. The proposed personnel reform and redeployment is ambitious and may be unpopular with groups like the Ghana National Association of Teachers (GNAT). A great deal of diplomacy and negotiating skills will be needed to rally such groups around the objective of improving teacher standards and thus learning among primary education students.

A continued commitment to moving forward with decentralization is also assumed. This will entail the political will to take necessary decisions about delineation of authorities and responsibility for the central ministry, districts and communities. Moving forward will also require support from other key ministries such as the Ministry of Finance and the Ministry of Local Government.

GOG/MOE Staffing and Capacity

Availability of key staff at the district level is also assumed. Currently about 20% of positions for District Education Officers are not permanently filled. Low turnover of DEOs and other key district staff such as circuit supervisors, training officers etc is critical for sustaining a continued expansion of the Model Schools program once these are started up in the districts.

Targets for expansion of the Model Schools program along with standards for teacher attendance and performance, and school performance have been set at high levels but not 100%, with the exception of the number of districts targeted for initiating a model schools program. This takes into account problems which may arise due to natural staff attrition or other unforeseen events.

Other donors support

It is also assumed that other donor activities in support of reforms for primary education will continue as planned. This is important for planned improvements in the education management information system (EMIS) because the proposed USAID program builds on activities and accomplishments in the EMIS reform and use training tools, methods, approaches developed.

Plans for reform of pre-service training for primary teachers under the proposed ODA program must also go forward. USAID must work with other donors supporting the program to ensure that techniques and methods which were piloted under the USAID program inform the curriculum reform for teacher training.

Receptive community environment

Analysis shows that communities are interested in quality education. The proposed program relies heavily on community support, especially for school improvements. The question is whether communities/parents have now been so discouraged by several years of poor performance of the primary education system that it would require a greater effort in community mobilization than that envisioned under this program.

Targets for community involvement have been pitched at a lower level compared to other performance targets. This reflects the multiple factors involved in measuring community involvement - ability to meet financial or in-kind commitments to school improvement plans, gross enrollment rates for school-age children, student attendance rates - along with the fact that community energies will be made available to support schools to the extent that energies are not absorbed in other community projects or crises.

STRATEGIC OBJECTIVE NO 2
RESULTS PACKAGE ONE
QUALITY EDUCATION THROUGH MODEL SCHOOLS

I Definition of the Problem

Results Package One (RP1) addresses demonstrable ways to improve the poor conditions and inadequate practices currently in place in the Ghanaian primary school. With the knowledge gained from direct intervention in 330 Model Schools, USAID will inform the national level debate and leverage changes in policy and practice to support quality improvement throughout the primary school system.

Low student performance in Ghana is a result of a number of interrelated factors that converge in the classroom learning environment. These factors include low attendance rates, ineffective teaching, lack of supervision, and inadequate school facilities. Class attendance, both by the teachers and pupils, has been a major problem, particularly in rural areas. Declining school standards, coupled with poor conditions of service and low levels of supervision, have resulted in high rates of teacher absenteeism and are a disincentive for pupils to regularly attend school.

Once present, teachers are often unable to effectively use the classroom time. Many teachers have been trained in subject areas such as English, math, and science, but lack a basic understanding of the teaching methodology needed to teach effectively. In addition, there are too many subjects to teach in a day, and the materials required to enhance learning are often inappropriate for the grade level or unavailable. Most primary schools in Ghana lack basic instructional materials such as textbooks, chalk, a blackboard and writing materials. Even in schools that currently have textbooks, teachers have lost the ability to use them and rely on outdated instructional practices, such as rote memorization and copying from the blackboard.

A decline in supervision standards, procedures and resources have weakened the supervisory roles performed by headteachers and circuit supervisors. Although most headteachers and circuit supervisors have received some supervisory training, they are constrained by lack of adequate resources to carry out their duties. Classroom observation research in Ghana suggests that less than two hours per day are spent on actual learning. Furthermore, teachers have not been trained to use regular and standardized pupil assessments to inform themselves about pupils' learning progress, nor have circuit supervisors been trained to improve teaching through classroom observation and assessment.

The poor conditions of school buildings and basic furnishings further contribute to low teacher and pupil performance. Many primary schools in Ghana suffer from very poor conditions for learning: dilapidated and half-completed classrooms,

overcrowding, lack of chairs and desks, lack of instructional materials, no classroom storage space for materials, bare walls, without displays to create an interesting, environment, and a lack of school materials such as chalk, pencils and paper. These conditions contribute to low teacher and pupil performance. A recent World Bank analysis showed that a third of all basic school facilities are in poor condition and that at the national level, the number of student classes in public schools exceed the number of classrooms by 13,479 in primary schools alone.

II Proposed Approach

In order to address these problems a number of efforts are proposed under Results Package One (RP1)- Improving the Quality of Education through Model Schools. These efforts will be designed to make progress in three areas: improved learning environment both in terms of the district support and physical facilities, more effective teaching and supervision, and expanded community involvement in school improvements.

The focus for these activities will be Model Primary Schools which will demonstrate and replicate the conditions and strategies that are required for quality primary education. USAID plans to support 330 Model Schools.

In each of these schools, USAID will help put into place all the functions and resources necessary to operate at acceptable school quality standards (SQS). School Quality Standards are based on the concept that there is a threshold of conditions and processes at each school, and for each classroom within the school, that is necessary for pupil learning. By meeting the appropriate standards a school becomes a Model School where teachers are sufficiently trained, comfortable with the instructional material and present in the classroom, learning materials hold the pupils' interest, complement the curriculum and are available, the curriculum is relevant, pupil-centered, and supported by textbooks in the classroom, community participation is informed, democratic and responsible, effective management/supervision sets and maintains standards and efficiently manages resources and, infrastructure provides a safe, healthy and accessible environment for learning.

A set of provisional School Quality Standards, agreed to by USAID and the MOE, will be used as the focus of RP1 activities. They will be used to launch the program in the first six districts. In their present form they represent the current best practices for primary education in Ghana. These standards are based upon in-country experience with the Equity Improvement Project under USAID's Primary Education Project (PREP) and with the Center for Research on Improving Education in Ghana (CRIQPEG). (See Technical Analysis). The refinement and focussing of these school quality standards over time will be an integral part of the entire program.

TABLE 1 ILLUSTRATIVE SET OF SCHOOL QUALITY STANDARDS (SQS)	
I	IMPROVED ENVIRONMENT FOR LEARNING
	A SCHOOL FACILITIES
-	Durable school facility with adequate space for students
-	Sufficient secure storage area in each school
-	School latrines & potable water accessible and maintained
-	Physical facility for preparing/storing food
	B INSTRUCTIONAL MATERIALS
-	100% teachers have guides for each subject taught
-	At least 1 textbook per pupil for each core subject in each class
-	One set of supplemental learning materials for each grade & subject
-	Every pupil has exercise book and 2 pencils
II	PROMOTE EFFECTIVE TEACHING
	A SCHOOL MANAGEMENT
-	School supervision visit at least 3 times/year
-	School Timetable followed
-	School improvement plan prepared
-	Regular staff meetings held to work on school improvement plan
-	Daily school supervision by head/senior teaching
	B CLASSROOM & TEACHING
-	Teacher attendance is over 90%
-	Each classroom has adequate space for 50 pupils
-	Teacher prepares regular lesson plans
-	Teacher guides for subjects utilized
-	One seat & writing surface for each pupil
-	One blackboard per classroom
-	Three assessments per pupil per term
	C STAFFING
-	90% of teachers demonstrating competent teaching
-	In-service professional development 2 times/yr
-	One teacher per class/subject
-	Teachers paid on time
	III SUPPORT GREATER PARENT & COMMUNITY INVOLVEMENT
-	The child comes to school healthy and prepared to learn
-	Parents and the community provide financial and/or material support for the school's operation
-	There is frequent communication between school staff and parents on pupil progress
-	Every school has active PTAs or SMC

A major aim of the Model Schools is to introduce interventions that are affordable, sustainable, and replicable at the national level. As a means of ensuring that the experience in the Model Schools is representative, three different models will be supported under RPI: disadvantaged schools (Model 1), sub-standard schools (Model 2), and basic schools (Model 3).

● Model 1 represent rural schools which are operating far below the provisional school quality standards. This model would receive maximum assistance. The following criteria would be used to select Model 1 schools: 1) high poverty areas (% of poor within population, economic activity of catchment area), 2) high illiteracy rate, 3) low enrollment and retention rates, 4) less than 50% of the teaching staff is trained, 5) poor infrastructure, some construction necessary, and, 6) inactive PTA or SMC. These schools will represent roughly 25% of the Model School mix. They will require maximum contributions to participate in the program.

● Model 2 schools represent the "average" Ghanaian primary school. These schools will have more resources in terms of physical facilities and trained teachers than Model 1 schools.

It is expected that student performance in these schools will be at or below the national standard. The following criteria will be used to select Model 2 schools: 1) reasonable infrastructure (no major construction required, primarily renovation), 2) teacher for every class and a headmaster in place, 3) textbook/pupil ratio of 1:3 or better, 4) low retention rate, 5) average class size does not exceed 40, and 6) established SMC or PTA. Model 2 schools will represent approximately half of all Model Schools.

● **Model 3 schools represent those which may have adequate physical facilities but are still not achieving quality learning with respect to student performance.** The criteria for selecting Model 3 schools will include all those described above for Model 2 Schools with the addition of: 1) over 60% of the pupils have desks and, 2) the SMC and/or PTA is well functioning. These schools will represent roughly a quarter of all Model Schools supported by USAID.

The table below illustrates the timing for implementing SQS in a minimum of 330 Model Schools (*represents the number of districts in each region).

TABLE 2
MODEL SCHOOL TIMETABLE

Region	1997	1998	1999	2000	2001	2002
1 Ashanti (18) *	8	12	15	25	40	54
2 Eastern (15)	4	12	15	25	40	44
3 Central (11)	4	8	12	24	36	36
4 Northern (14)			6	15	30	40
5 BrongAhafo (13)	8	12	14	21	27	39
6 Volta (12)				9	27	36
7 Western (11)				9	18	33
8 Upper East (6)					9	18
9 Upper West (5)					9	15
10 Accra (5)					9	15
TOTAL	24	44	62	128	245	330

Each Year indicates the beginning of that academic year

During the first year of implementation it will be crucial to work within an order of magnitude that is small enough to manage for success, yet large enough to learn lessons that can be replicated in a variety of national situations. Based upon these requirements, the Model School Program will be launched in at least 24 schools in six districts during the first year. District support is essential to the success of the program. Initial districts will, ideally

- 1) cover a variety of the model school categories (1-3),
- 2) have a variety of representative socio-economic and school environments,
- 3) be fully supported by the Ministry of Education and other relevant ministries,
- 4) have demonstrated district executive leadership and a capable District Director of Education,
- 5) have a good track record on the implementation of development projects, enterprises, etc ,
- 6) demonstrate internal unity between District Assembly, District Executive, District Director of Education, and NGOs,
- 7) be within a reasonable commute from Accra, so that there can be frequent visits and regular communications

The Minister of Education provided a national list of potential sites for Model Schools, by district and Region, for USAID's consideration. Recent discussions with the Ministry of Education suggest that the most practical approach for starting the Model Schools program is to use the district criteria described above to start Model Schools in two different parts of the country. Each area would include three geographically contiguous districts.

Initial assessments of probable sites indicate that three districts around Techiman in the Brong-Ahafo and three districts located between Foso (Central Region) and Oda (Eastern Region) are the most promising. Both of these locations could also include a district from the Ashanti Region. These sites would allow the model school program an opportunity to get started early in the most populous regions of the country where the largest number of school districts are located. The clusters below are illustrative of year one districts.

Cluster 1

- 1 Techiman District (Brong -Ahafo)
- 2 Tano District (Brong-Ahafo)
- 3 Offinso District (Ashanti)

Cluster 2

- 4 Adansi-East District (Ashanti)
- 5 Birim South District (Eastern)
- 6 Assin Foso District (Central)

There are other favorable factors associated with these sites. The Techiman area in Brong-Ahafo is the gateway to the North and presents unique learning opportunities for education in market driven communities. The Central Region provides the program with a

close link to the University of Cape Coast and the CRIQPEG action oriented research schools that have been supported under the PREP project Both clusters have reasonable transport and communications infrastructure

Expanding the model school program to national scale aims at putting at least one model school in each of the country's 110 districts The pace of expansion into new districts during the first three years of implementation will be set by the need to establish systems, develop material and reinforce policies that will support success With these in place, the last three years of the program will see a very dramatic increase in the rate of expansion from 17 districts and 62 schools (in year three) to all 110 districts and 330 schools in the year 2002 (see RP attachment A)

The anticipated outcome for Results Package One is that at least 90% of the Model Schools meet their annual SQS objectives Illustrative indicators of success include 1) regular assessments demonstrate student improvement in literacy and numeracy, 2) headmaster and teacher attendance rates increase, 3) community groups report that the school is better managed, 4) pupil attendance and retention rates increase, 5) physical facilities are upgraded and, 6) the SQS approach spreads to additional schools ahead of schedule

Improved processes and conditions resulting from community, school and district efforts will manifest themselves in the Model School, the showcase element for this Results Package However, lessons learned in RP1 schools and districts will directly inform the national debate and quality improvement efforts supported under RP2 Taken together, the two Results Packages will provide sufficient leverage to increase the effectiveness of the primary education system

III Illustrative Activities

USAID will work with the Ministry of Education and other stakeholders to provide technical assistance, training and commodities to achieve results under RP1 activities which a) improve the learning environment b) promote effective teaching and supervision and, c) increase community participation in school improvements

A Improve Learning Environment

USAID efforts will focus on 1) strengthening District support for Model Schools, 2) creating and implementing school improvement plans, 3) improving supplies and distribution of learning materials, and 4) renovating and constructing physical facilities in Model Schools

Sub-Activity

1. District Support for Model Schools. This sub-activity will strengthen the capacity of District Assemblies, District Education Officers and District Education Oversight Committees to design, manage, and oversee quality primary education programs in Districts operating Model Schools

Technical assistance and training will be provided to inform and educate districts about school quality standards, develop a process of selecting Model Schools, train District Assembly executives, District Education Officers and members of the District Education Oversight Committee about education planning with initially heavy emphasis on budgeting and logistics, clarify the role of district and community organizations in support of primary education, and support the review and approval of school improvement plans

Limited commodity and logistical assistance will be provided in support of the above programs

Sub-Activity

2 School Improvement Plans for Model Schools This sub-activity will prepare and coordinate the implementation of school improvement plans for the selected Model Schools. These plans will establish the necessary technical, financial and physical inputs to meet SQS standards. The plans will also provide the basis for agreement and coordination among MOE staff, districts, communities, school staff and USAID sponsored implementing agents on the model school activities

Technical assistance and training will be provided to consult with communities, teachers, and district education staff about the requirements of specific selected schools, design school improvement plans which permit each school to meet provisional SQS, identify resources needed to implement the plan and coordinate plan implementation

Limited commodity and logistical assistance will be provided in support of the above programs and to develop training capacity to replicate this planning process in other districts

Sub-Activity

3. Supply and Distribution of Learning Materials This sub-activity will test, validate and spread effective approaches to supplying and distributing the basic learning materials required for SQS activities in Model Schools. These materials will include at a minimum teacher subject guides, supplemental teaching aids, and textbooks, exercise books, paper and pencils for each pupil

Technical assistance and training will be provided to assess the most appropriate mix of learning materials for the first Model Schools, train teachers on any new materials introduced, and

developing methods for ensuring ongoing support for materials and supplies

The initial basket of learning materials for each school and the costs are presented in Table 3 below

TABLE 3
LEARNING MATERIALS PACKAGE

	Low	High
(a) Build all new desks	\$ 3,000	\$ 5,000
(b) Workbooks/textbooks,	\$ 5,000	\$ 8,000
(c) Supplementary Learning	\$ 2,000	\$ 4,000
(d) Chalk/Blackboards	\$ 200	\$ 300
Total	\$10,200	\$17,300

Commodity and logistical assistance will be provided to ensure that the learning materials are supplied and delivered to all Model Schools in a timely manner

Sub-Activity

4 Renovation and Construction This sub-activity will renovate and construct, where necessary, classrooms, teachers facilities, storage cabinets, latrines, and canteens required to meet SQS standards in Model Schools. These efforts will be done on the basis of standard, pre-approved designs which are economical and replicable.

Estimates for renovation and construction at each of the Model Schools is as follows

Disadvantaged Schools (Model 1) will require the most infrastructure support, including some new construction. We anticipate that 25% of the Model schools will be in this category. Projected support range is \$15,650 to \$23,100 per school.

Table 4
Model 1 - Construction/Renovation Package
(U S Dollars)

	LOW	HIGH
Classroom Block	\$10,000	\$15,000
Latrines	\$700	\$1,000
Canteen	\$1,500	\$2,500
Cabinets	\$450	\$600
Desks	\$3,000	\$4,000
TOTALS	\$15,650	\$23,100

Sub-Standard Schools (Model 2) will require rehabilitation work on standing structures and school quality inputs. No new construction will be involved. Learning quality improvements will tend toward the high end. Projected support range is \$9,250 to \$13,900 per school.

Table 5
Model 2 - Construction/Renovation Package
(U S Dollars)

	LOW	HIGH
Replace Roofing	\$3,000	\$5,000
Replace Walls	\$600	\$800
Latrines	\$700	\$1,000
Canteen	\$1,500	\$2,500
Cabinets	\$450	\$600
Desks	\$3,000	\$4,000
TOTALS	\$9,250	\$13,900

Basic Schools (Model 3) will require learning quality improvements primarily. We anticipate that 25% of the Model Schools will be in this category. Projected support range is \$8,650 to \$13,100 per school.

Table 6
Model 3 - Construction/Renovation Package
(U.S Dollars)

	LOW	HIGH
Replace Roofing	\$3,000	\$5,000
Latrine	\$700	\$1,000
Canteen	\$1,500	\$2,500
Cabinets	\$450	\$600
Desks	\$3,000	\$4,000
TOTALS	\$8,650	\$13,100

Technical assistance and training will be provided to 1) review existing designs of standard primary facilities, methods of contracting and construction, and appropriate cost estimates, develop plans, estimates, and recommend implementation methods for the renovating or constructing of Model Schools which are initially selected, oversee and inspect construction, and develop training

materials on these experiences which can be used to replicate these best practices

Renovation and construction activities will be drawn from the standard approaches after a review of the needs of the specific requirements of each school

The anticipated outcomes under this component are 1) 110 districts are supporting school quality standards and school improvement plans in a minimum of 330 schools, 2) 550 - 660 district assembly and district education officials have been trained in the planning, budgeting and supporting of School Quality Standards, 3) 330 Model Schools are operating with school improvement plans, have basic learning material packages in use and have met all basic infrastructure needs to reach school quality standards

TABLE 7
KEY SUB-ACTIVITIES TO IMPROVE THE LEARNING ENVIRONMENT

SUB-ACTIVITIES	WHEN	WHO	RESULTS
a Encourage District support for Model Schools	• Begin FY 97 and continue as new districts join	• Implementing entity & MOE	• Buy-in to SQS and support for plan to achieve quality schooling
b Prepare and coordinate school improvement plans for Model Schools	• Begin FY 97 and continue as new districts join	• Implementing entity/MOE/Districts /Communities	• Clarification of roles and resources required to achieve quality in Model Schools
c Improve the supply and distribution of learning materials	• Begin in initial 6 districts in 1997 and expand with program	• Implementing entity/MOE/DEOC	• Sufficient quantity of base learning materials available to pupils in Model Schools
d Provide basic renovation and construction	• Following inspection of each new model school beginning in 1997	• Implementing entity/MOE	• Minimum infrastructure standards met on SQS plan

B Promote More Effective Teaching

Research indicates that pupils learn best when the classroom experience includes a clear definition of learning objectives and academic success, full utilization of scheduled learning time, regular assessment of pupils in relation to learning objectives, and use of that assessment to inform teaching strategies, creative use of instructional materials, positive reinforcement for good performance and fair disciplinary measures

USAID efforts will focus on 1) training teachers in pupil centered instructional practices, 11) improving supervision by both circuit supervisors and school headmasters, and 111) building a sustainable in-service training system, and 1v) developing and testing distance learning technologies for teacher training and classroom instruction

Sub-Activity

1 Training Teachers This sub-activity will deliver very practical training that addresses the immediate needs of the personnel within the districts and schools supported under RP1. At the same time, lessons learned will be actively shared with University College of Education at Winneba, the Ministry of Education, the Ghana Education Service and other donors in order to inform teacher training plans at the national level.

Technical assistance will be provided to adapt current teacher training courses to include more pupil-focussed content and methodology, design and develop teacher training materials, train all teachers in Model Schools in pupil-based teaching and assessment methods.

Training will be undertaken through workshops which will help teachers to establish a clear definition of learning objectives, more fully utilize scheduled learning time, learn methods for using pupil assessment to inform teaching strategies, and create low cost instructional aids from local materials. Training will also cover the importance of gender sensitivity in successful teaching by proposing strategies for dealing with stereotypes about girls' learning abilities, curriculum bias, classroom practices and absenteeism.

Limited commodity and logistical assistance will be provided in support of the above programs.

Sub-Activity

2 Improving School Supervision. This sub-activity will upgrade the supervisory skills of circuit supervisors and headteachers to support and facilitate teacher improvement in the selected Model Schools.

Technical assistance will be provided to develop practical methodology and training materials which help supervisors assess learning resources, better assess pupil and teacher performance and develop the school staff as a team. Techniques and material will be developed for circuit supervisors to enhance their role as advocates of school quality standards within their circuits.

Training will be provided through district level workshops which train supervisors in managing people, increasing pupil enrollments and attendance, assessing teacher performance, improved budgeting and improving relationships between the school and the community. As with the teachers, supervisor training will also include themes on gender sensitivity issues in the school.

Limited commodity and logistical assistance will be provided in support of the above programs.

Sub-Activity

3 Develop Sustainable In-Service Teacher Training Program This sub-activity will design, test and validate systems for providing more regular and cost effective in-service training programs for teachers

The ultimate aim is to strengthen district-level capacity to assess needs, plan, and carry out cost-effective teacher training that supports quality instruction

Technical assistance and training will be provided to conduct needs assessments, develop criteria for the selection of local staff to be trained as trainers, develop networks of trainers at the circuit level, and conduct a series of Train the Trainer (TOT) workshops

Training courses will encourage cooperation, improve knowledge and focus on the technical needs of the individual groups, ie the classroom teacher, headmaster and circuit supervisor. Separate follow-up courses will be held for each group of teachers, headmasters and supervisors during the first two years of a new district, or school, becoming a Model School

Commodity and logistical assistance will be provided to develop and implement the first series of in-service training programs

Sub-Activity

4 Develop and Test Distance Learning Technologies Advanced technologies, developed with the MOE and Ghana's best educators, can serve as "teaching assistants" at very low cost on a national scale. This sub-activity will develop and test distance learning technologies (such as radio and internet) for teacher training and classroom instruction in support of SQS standards in Model Schools

Technical assistance and training will be provided to assess and enhance the current plans for private and public parties to provide distance education in Ghana, develop cost effective distance learning interventions which may be used in Model Schools, and implement a few pilot projects in selected Model Schools for eventual national application

Commodity and logistical assistance and broadcast fees will be provided to support the selected distance teaching programs

The anticipated outcomes under this component are 1) 330 Model Schools are using pupil-centered instructional materials and assessment instruments, 2) 2000 teachers are trained in the use of new learning material, pupil assessment instruments and gender sensitivity teaching techniques, 3) skills of 330 circuit supervisors and headmasters have been improved through training, 4) strategies, material and trainers are in place to sustain in-service school based training in 110 districts, and 5) distance learning materials and technologies developed and tested

TABLE 8
SUB-ACTIVITIES TO PROMOTE EFFECTIVE TEACHING

SUB-ACTIVITIES	WHEN	WHO	RESULTS
a Train teachers in use and development of pupil centered materials	• Begin in 1997 and continue with new Model Schools	• Implementing entity /DEO/District Training Teams/Univ of Cape Coast	• Teachers prepared to use pupil assessment instruments and new material/approaches
b Improve supervision skills of circuit supervisors and headmasters	• Begin in 1997 and continue with new Model Schools	• Implementing entity /DEO/District Training Teams	• Clarification of roles/emphasis on better supervision through teamwork and on the pupil
c Develop in-service training program	• Begin in 1997 and continue with new Model Schools	• Implementing entity /DEO/District Training Teams/ GES	• Strategies material and trainers in place to sustain expansion of training for circuit supervisors headmasters and teachers
d Test distance learning technologies	• 1998 - 1999	• Implementing agencies/MoE/selected Model Schools	• Pilot distance learning program for teacher support and classroom instruction

C) Support Greater Community Involvement in School Improvement

Historically, community participation has been a key ingredient for effective primary education. A growing perception in Ghanaian communities over the past few decades has been that public education is the sole responsibility of the national government. Parents and community leaders have grown accustomed to absolving themselves from responsibility from what happens in public schools. Communities must play a stronger and more direct role in supporting primary schooling if quality is to improve. The process will take time, guidance, and resources.

USAID efforts will focus on 1) public awareness and education, 11) strengthening community organizations which support primary education, 111) supporting communities to participate in the design, implementation, and monitoring of Model Schools.

Sub-Activity

1 Public Awareness and Education. Through public awareness campaigns this sub-activity will encourage communities to place a higher value on education and to participate in school improvement programs. Community mobilization activities will be better informed and focused.

in a way that could result in, for example, lower pupil absenteeism, decreased early marriage for girls, and better management of local resources. Diverse representation from all community groups will be encouraged.

Non-Governmental Organizations (NGOs) will take the lead in generating and supporting greater community participation in education. Assistance through PVO and NGO sub-grants will be used to develop training materials which can be used to explain quality education and SQS to communities participating in the Model School program, clarify the operational role of the community organizations such as the School Management Committee and PTAs vis a vis the Ministry of Education and other district authorities responsible for primary education, consult with community leaders, parents and school associations to target the issues and raise parental awareness on SQS issues such as the barriers to participation in primary education, especially for girls.

Sub-Activity

2 Strengthening Community Organizations This sub-activity will assist community organizations including the School Management Committees, Parent Teachers Associations, and others to become fully functional in support of the quality primary education. Their functioning will be indicated by such activities as regular meetings, providing information and inputs to support school quality improvements, and advocacy of school requirements.

This sub-activity will strengthen local NGOs who are supporting primary education at the school level by helping them to develop their entrepreneurial skills, creativity, organizational vision, self-confidence and ability to express their ideas in a structured and systematic way. These programs will also develop the communications, budgeting, funds management and advocacy skills of the various leaders of local organizations supporting primary education.

Limited commodity and logistical support will be provided to local NGO's to strengthen their institutional capacity and develop and implement in-service training programs for their staff.

Sub-Activity

3 Supporting Communities to Participate in the Design, Implementation, and Monitoring of Model Schools This sub-activity will promote and support community leaders to be actively engaged in the process of establishing and monitoring school quality standards for Model Schools in a way that makes sense for their communities. For instance, one of the key factors in learning is time on task. Girls' absenteeism rate is usually higher, because they are more responsible for out-of-school tasks than boys. Communities could

influence the local school calendar in a way that would make it easier for girls to attain the mandatory 800 hours per year

Technical assistance and training through PVOs and NGOs will be provided to undertake the application of assessment methods including Participatory Rural Appraisal to identify micro-projects which can support or complement Model School improvement plans, capacity building to plan and manage such projects, and develop a community based monitoring system which keeps primary school issues and the progress of Model Schools transparent and accessible to everyone

Commodity and logistical assistance will be provided to support community micro projects, meetings and workshops that involve communities in Model School planning and programs, and community based monitoring systems

The anticipated outcomes under this component are 1) 330 Model School communities are aware of issues and demanding quality schooling, 2) school management committees trained, functional and engaged in the running of their schools, 3) communities in 330 Model School catchment areas actively involved in the design, implementation, and monitoring of school quality standards

TABLE 9
SUB-ACTIVITIES TO SUPPORT COMMUNITY PARTICIPATION

SUB-ACTIVITIES	WHEN	WHO	RESULTS
a Raise public awareness and mobilize community support for quality education	• Begin FY 97 (ongoing)	• PVO/NGO SMC/PTA	• Increased demand for quality schooling from participating communities as indicated by higher level of daily pupil attendance
b Strengthen community organizations	• Begin FY 97 (ongoing)	• PVO/NGO SMC/PTA	• Increased demand for participation in program • Better communication and management within community • Increased capacity to manage funds
c Support community in design implementation and monitoring of SQS	• Begin FY 97 (ongoing after that)	• PVO/NGO SMC/PTA	• Schools and communities participate responsibly in an improved plan tailored to their situation

IV RP1 Management and Implementation Plan

A Management Role and Composition of RP1 Team

The RP1 Core Team consists of the Team Leader (USDH), one FSN program manager, one FSN secretary, and USAID Mission support staff. This core team will be assisted by an Expanded Team consisting of RP1 implementing agents, principally the MOE fCUBE Secretariat, MOE Project Management Unit, the Ghana Education Service and grantees, as well as representatives from other donors, the University of Cape Coast and University College of Education at Winneba. The USDH Officers managing the Improving Educational Quality (IEQ) Project and the Advancing Basic Education and Literacy (ABEL) Project in the USAID Global Bureau and the USAID Education Officer in the Regional Support Office will also serve as "virtual" members of this team.

Management of this results package is the responsibility of the USAID Core Team. This team is responsible for coordination of RP1 activities with government, district, NGO's and other donor partners, assessing the quality of services provided by implementing units, monitoring progress, tracking budgets, evaluating impact on targeted customers, and evaluating progress toward achieving results. The RP1 Team Leader is responsible for preparing and submitting semiannual reports on the progress of implementation, if needed, to Mission management and revisions to the annual R2/R2 report to USAID/Washington.

B Results Package Development Partners

The following organizations or entities are development partners for this Results Package:

1 Government of Ghana The Ministry of Education will coordinate the activities of RP1 with other ministries at the national level and with governmental units at the local level and will participate in site monitoring and evaluations. The National fCUBE Secretariat will coordinate work with educational staff at all levels and other donors.

The Ministry of Local Government is the primary point of contact for coordination with District Assemblies. The RP1 Team will work closely with local governments in selected areas to undertake institutional strengthening activities.

2 Model Schools The key partners for implementation of RP1 activities at each school will be local governments, headmasters and teachers, locally based community organizations and the parents of school children. The local School Management Committee representing local community, government, parents, and NGO interests will coordinate the school improvement plan at each model school.

Headmasters will be the principle school administrator to liaise with the SMC, NGO's and the community District Education Oversight Committees will oversee Model Schools at the district level

3. Non-Governmental Organizations National-level educational NGOs will participate as members of the extended team, develop advocacy programs and support specific Model School program

4 National Centers for Quality Education The RP1 Team may work with university-based centers at The University of Cape Coast and the University College of Education at Winneba which were established to provide technical expertise for education, training for teachers and other educators and management, and policy advice at the national, regional and local levels

5. Other Partners A number of other development assistance agencies currently support fCUBE and school based interventions aimed at quality primary education in Ghana The World Bank is funding a number of construction and management interventions in primary education under its Basic Education Improvement Sector Program ODA, GTZ and the Japanese are providing technical assistance in the areas of teacher training CIDA is providing assistance with decentralization and strengthening of District capacity The RP1 Team will coordinate with these and other donors who are implementing similar activities

C. Implementing Entities

RP1 will be implemented by several entities The primary entity will be a U S technical assistance contractor which will be competitively selected to take a leading role in implementing activities related to 2 out of the 3 major RP1 activities Specifically, the contractor will be responsible for Improving the Learning Environment (Activity 1 1 which includes district support, school improvement plans, school materials and renovation and construction oversight) and Promoting Effective Teaching (Activity 1 2 which includes teacher training, improved supervision, in-service training, and distance learning) The selected contractor will provide technical assistance and training necessary to initiate Model Schools, manage all field activities, and arrange seminars and workshops necessary to coordinate program activities and disseminate information on results The contractor will negotiate annual work plans with USAID Ghana which will be the basis for allocation of project resources

Until a competitively selected contractor is chosen to implement RP1 activities, USAID/Ghana will manage bridging activities through IQC's and specific delivery orders under the Improving Educational Quality (IEQ) Project, and the Advancing Basic Education and Literacy (ABEL) project

Grants to one or more U S Private Voluntary Organizations which partner with local Ghanaian non-government organizations are anticipated to design and manage the Community Participation in Model Schools Activity This Activity (1 3) includes designing and launching public awareness and education on quality education and Model Schools, strengthening community organizations and supporting the participation of community organizations in Model Schools) Initially during the first 2-3 years, two PVOs will be provided support to the program Thereafter, another PVO will be added These PVOs will support national coverage of the program and be assigned to cover one of the three national zones established by the MOE

These implementation entities will submit annual work plans and budgets which will be the basis for USAID Ghana to approve annual budgets and transfer funds to the contractor, PVOs, or Global Bureau's Center for Human Resource Capacity

D Implementation Plan

Following are key implementation actions which are required during the first year of RP1 implementation

- 1 Preparation of Request for Proposals, in consultation with RP1 Team, to procure the services of a contractor to provide technical assistance and training for the Model School program related to Improving the Learning Environment and Promote More Effective Teaching (Activities 1 1 and 1 2)
- 2 Selection of first round of Model Schools and preparation of an initial workplan, customer service and community baseline information, in consultation with MOE, districts, school staff, and communities
- 3 Prepare Requests for Assistance for U S PVOs to support the Model School program activities related to Community Participation in the Model Schools (Activity 1 3)
- 4 Selection of a technical assistance contractor and two PVOs

On an annual basis, the implementing agencies will prioritize implementation activities based on customer demand, opportunity, USAID comparative advantage, prior experience and the results of the annual review of progress toward meeting objectives These recommendations will be reviewed by the RP1 Team, the SO2 Strategic Objective Team will recommend actions which will be approved by the Mission Director Implementing agents will then arrange for the expertise to carry out these activities

E Procurement Plan

USAID will procure the services of a technical assistance contractor through a competitive selection process. The Scope of Work for this contract will be developed during October-November 1996.

USAID will utilize a variety of contracting mechanisms, including IQC's and globally funded programs to support bridging activities in the initial program months.

Agreements with implementing agents will contain specific plans for the procurement of commodities.

F Commodities

The following illustrative list of Commodities will be financed under RP1.

















































































	UNIT PRICE	COST
1.1 National Model School Program		
* Vehicles (4-wheel drive) [30]	25,000	750,000
* Office Equipment (Includes computer equipment and copier) [162]	10,000	1,620,000
* Materials (school package) [330]	12,500	4,125,000
1 1 Sub-Total		\$6,495,000
1 2 Promote Effective Teaching		
* Training Materials [184]	1,000	184,000
1 2 Sub-Total		\$184,000
1 3 Promote Community Involvement		
* Materials [6]	2,500	15,000
* Computer Equipment [6]	5,000	30,000
* Motorbikes [6]	5,000	30,000
1 3 Sub-Total		75,000
RP1 SUB-TOTAL		\$6,754,000
TOTAL		\$6,754,000

V Non-Project Assistance

The Strategic Objective "to increase the effectiveness of primary education" takes a sector assistance approach - non-project assistance being complemented by technical assistance, training and community participation activities. National policy dialogue initiatives and non-project assistance will be managed as part of Results Package 2- (See RP2 Description). RP1 will support district and local participation in the policy formulation and implementation processes. RP1 will also provide RP2 with information necessary to monitor the performance of the non-project assistance components such as decentralized district management of primary education, revised curriculum, and revised personnel systems supported by the overall Strategic Objective.

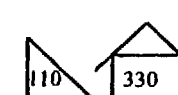
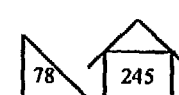
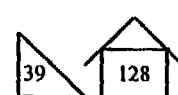
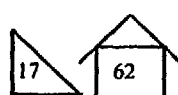
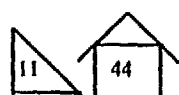
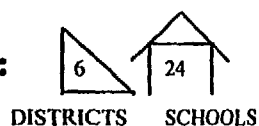
MODEL SCHOOL EXPANSION TO 110 DISTRICTS

RP1 - ATTACI 471

REGION	1997	1998	1999	2000	2001	2002
Ashanti (18)*	 	 	 	 	 	 
Eastern (15)	 	 	 	 	 	 
Central (11)	 	 	 	 	 	 
Northern (14)			 	 	 	 
Brong-Ahafo (13)	 	 	 	 	 	 
Volta (12)				 	 	 
Western (11)				 	 	 
Upper East (6)					 	 
Upper West (5)					 	 
Greater Accra (5)					 	 

* NUMBERS IN PARENTHESES INDICATE THE NUMBER OF DISTRICTS PER REGION

TOTAL:



ACTIVITIES MATRIX

POLICY AREAS	IMPROVE CURRICULUM, STUDENT INSTRUCTION AND ASSESSMENT	IMPROVE THE EDUCATION PERSONNEL MANAGEMENT SYSTEM	INCREASE THE CAPACITY AND AUTHORITY OF DISTRICTS AND SCHOOLS	IMPROVE SCHOOL QUALITY INFORMATION AND ANALYSIS
SCHOOL	<p>1 Define and implement school quality standards system in model schools</p> <p>2 Introduce pupil-centered teaching methods in schools</p> <p>3 Improve use of instructional materials</p> <p>4 Strengthen use of pupil continuous assessment methods</p> <p>5 Renovate and construct physical facilities in model schools</p> <p>6 Improve supervision by both circuit supervisors and school headmasters</p>	<p>1 Train teachers in improved pedagogical skills</p> <p>2 Apply professional standards for primary school teachers</p>	<p>1 Increase involvement of parents and community organizations in school management</p>	<p>1 Coordinate generation and use of SQS information with the MOE information management system</p>
DISTRICT	<p>1 Strengthen District support for model schools</p> <p>2 Train teachers in pupil centered instructional practices</p> <p>3 Support use of pupil and teacher assessment</p> <p>4 Build a sustainable in-service training system</p>	<p>1 Improve staff performance by training and the provision of equipment</p> <p>2 Strengthen school supervision system</p> <p>3 Improve teacher personnel management system in such areas as posting budgeting and professional development</p>	<p>1 Clarify roles and responsibilities of key educational units and personnel</p> <p>2 Support devolution of authority and responsibility to districts and schools</p> <p>3 Increase non-salary expenditures on education at the district level</p> <p>4 Train district and school personnel in planning, budgeting and management of financial and personnel resources</p> <p>5 Support public awareness and education</p>	<p>1 Integrate SQS information into the MOE information management system</p>

POLICY AREAS	IMPROVE CURRICULUM, STUDENT INSTRUCTION AND ASSESSMENT	IMPROVE THE EDUCATION PERSONNEL MANAGEMENT SYSTEM	INCREASE THE CAPACITY AND AUTHORITY OF DISTRICTS AND SCHOOLS	IMPROVE SCHOOL QUALITY INFORMATION AND ANALYSIS
NATIONAL	1 Support creation and use of school improvement plans	1 Train teachers in pupil-centered instructional practices	1 Clarify roles and responsibilities of key educational units and personnel 2 Develop mechanisms and operational capacity to ensure adequate and timely financial support for quality improvements 3 Public awareness and education	1 Foster use of school quality standards system as a management tool at the ministry level 2 Train MOE personnel in information analysis and utilization 3 Organize fora to promote sharing of information among community leaders staff of model schools and district/central planners
	2 Reduce the number of subjects in primary grades and increase instructional time for language learning 3 Support redesign of curriculum for basic education grades 1-6 4 Develop and test pupil assessment instruments based on revised curriculum 6 Build a sustainable in-service training system 7 Train staff of the MOE's Curriculum Research and Development Division in management of the curriculum reform process	2 Improve teacher personnel management system in such areas as posting, promotion transferring and assessment 3 Assist in development of norms incentives and sanctions for primary school personnel		

Note Shading identifies those activities included in RP1 while RP2 activities are in unshaded boxes

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STRATEGIC OBJECTIVE NO 2
RESULTS PACKAGE TWO
IMPROVED POLICIES FOR QUALITY EDUCATION

I Definition of the Problem

Results Package Two (RP2) addresses the significant policy and technical constraints affecting student performance in Ghana's primary education system. The following are key policy areas that require immediate attention to improve education nationwide:

1) poor curriculum, instruction and student assessment systems, 2) inefficient personnel management and performance systems, 3) inadequate district and community authority and accountability, and, 4) inadequate compilation and analysis of information.

Student Instruction and Assessment Teachers are presently expected to teach nine (9) subjects at the primary school level. The overloaded curriculum is burdensome to both teachers and students, while limited teaching methods, such as memorization and copying from the blackboard, diminish student participation and interest. Textbooks and other learning materials are often unavailable for the use of teachers and students in classroom. The current primary textbooks are of poor quality and in need of substantial revision. As a result, not all students have textbooks and, in most cases, supplementary learning materials are lacking or inadequate. There is little continuous assessment of students, making it difficult for teachers and their supervisors to accurately assess the progress pupils are making.

Personnel Management and Performance System The existing personnel management system does not provide a full complement of trained teachers for every primary school in the country. Some schools have too many teachers, others too few. Moreover, the teachers' language proficiencies and skills often do not meet the needs of the districts and communities to which they are assigned. Though all instruction in the first three grades is in indigenous languages, teachers are often posted to localities where they do not speak the local language. Poor conditions of service and low social esteem attached to being a primary school teacher encourages members of the profession to move as quickly as possible into teaching at the junior or senior secondary school levels or into education administration. Poor supervision from district education offices means that teachers are not appropriately rewarded or penalized for their performance. The MOE's personnel management system does not meet the needs of the districts and communities it is supposed to serve.

District and Community Authority and Accountability Districts and communities are reliant on a centralized education bureaucracy.

that lacks the resources -- human and financial -- to effectively deliver quality education to the schools. The majority -- over 90 percent -- of the Ministry of Education's (MOE) budget is devoted to salaries and benefits, leaving few resources available for program and material support. Although some communities are providing support for schools, there has been a great deal of erosion in community confidence in the education system.

Steps have recently been taken toward increased decentralization. The GOG is committed to shifting greater authority and responsibility for the oversight of education services to the district level. To help bring about this change, the Ghana Education Service Act of 1995 formally established District Education Oversight Committees (DEOCs) in all 110 districts of the country. The responsibilities of these committees include maintaining the condition of school buildings, providing teachers, ensuring the attendance of pupils and teachers, seeing that school personnel perform their duties properly, maintaining discipline in schools, and ensuring an adequate supply of textbooks and learning materials. Members of the DEOCs include civic officials, district education personnel, parents and school representatives. Though well intentioned, the Act, in some of its provisions, is inconsistent with other existing legislation. The roles and responsibilities of the DEOCs have to be clarified, and considerable resources will be required to transform these new institutions into effective organizations.

At the sub-district level the Ministry has launched a program to establish school management committees (SMCs) for primary schools. DEOCs will have oversight responsibility for the SMCs, however, the complete roles and responsibilities of the SMCs, and particularly their relationships with the established parent-teacher associations, need to be clarified.

The devolution of authority to the districts has been hampered by a series of problems that need to be addressed at the policy level. Most notably authority and resources need to be transferred from the central level to the districts to ensure that teachers are posted to schools that need them and that teachers are monitored and evaluated appropriately. The regular and consistent training of staff at the district and school levels needs to be incorporated in and be supportive of district education management plans. Additional management reform, restructuring and training particularly in the areas of budgeting and financial management and school supervision are needed to make sure that further decentralization of management and supervision functions are more effective.

Delays in implementing its decentralization policy have slowed the devolution of greater funding and decision making authority to the district and community levels. A significant deficiency has been the lack of an effective planning and management tool to guide the move toward improved school quality.² Schools and districts have not been given the opportunity to develop specific strategies and processes for education improvement that meet their own particular local needs.

Compilation and Analysis of Information The MOE's existing systems for gathering and analyzing information on primary education do not provide the Ministry with the timely, accurate data it needs to make informed decisions on policies, programs and resource allocation. All too often, the information that is collected is late, incomplete and unverifiable. As a result, the MOE lacks a solid information base to use in planning for the allocation of personnel and funding. Devolution has magnified these defects, with the need for timely, accurate information growing at the district and school levels.

Lacking a clear picture of what is happening at the school level, the MOE is hindered in shaping education reform to meet real needs in the field. There has been no way of incorporating best practices and lessons learned in the schools into planning at the ministry level. Opportunities, however, for overcoming this problem now exist. The Education Management Information Systems (EMIS), now being put in place at the MOE, has the potential for meeting the need for fast, reliable information. By seeing that all model schools are full participants in the EMIS system, USAID will be able to ensure that the ministry knows what is happening in the model schools and that improvements in information gathering and analysis will be sustainable and diffused throughout the education system.

II Proposed Approach

Results Package Two -- Improved Policies for Quality Education -- will address policy and technical constraints to improvements in quality education. RP2 will support GOG reform efforts in four

²USAID's primary education strategic objective program will use the school quality standards (SQS) approach to improve teaching and management at the school level. SQS is based upon the premise that there is a threshold of conditions and processes, at each school, that is necessary for effective teaching and learning. These conditions and processes include appropriate use of instructional materials in each classroom, effective school management and leadership, a sufficient number of trained and committed teachers, suitable furnishings and equipment, regular application of pupil assessment techniques, adequate classrooms, offices and storage, and satisfactory community support and participation.

broad areas during the six year program (a) reform of the primary education curriculum and student assessment system to improve learning and teaching in the classroom, (b) improvement of the MOE personnel management system, (c) increased capacities and authorities of districts and schools, and (d) integration of SQS data into development of an information management system which provides critical information to policy makers on school performance and lessons learned from the Model School Program Table 1 identifies the key policy constraints, issues and initiatives that will be addressed

USAID will work with the GOG to promote policy improvements through applied analysis, dialogue and action, supported by training, technical assistance, and, where necessary, policy conditionality The shaded boxes in Table 2 show key activities that will be undertaken by RP2 The use of non-project assistance and policy conditionality is discussed in Section VI below

Results Package Two thereby, will contribute to the achievement of the overall strategic objective by establishing national policies and program that will increase the effectiveness of the primary education system RP2 will also directly support achievement of results for Results Package One, Quality Education Through Model Schools The policy and program activities in RP 2 will support improved school quality standards, particularly in the areas of personnel, instructional materials and pupil assessment and increased resource availability for school improvement As part of the implementation for RP2, new policies and programs will be developed, tested and refined in collaboration with the Model Schools prior to replication on a national scale

The anticipated outcomes for RP 2 include (1) an improved primary education curriculum instructional materials and student assessment systems in use nationwide, (2) an improved personnel management system that provides sufficient education personnel to meet district and primary school needs, (3) district exercising their new authorities and resource allocations to improve primary schooling and, (4) a management information system that provides timely and accurate school-based information to practitioners and policy makers

TABLE 1
POLICY MATRIX

POLICY AREAS	IMPROVE CURRICULUM STUDENT INSTRUCTION AND ASSESSMENT	IMPROVE THE EDUCATION PERSONNEL MANAGEMENT SYSTEM	INCREASE THE CAPACITY AND AUTHORITY OF DISTRICTS AND SCHOOLS	IMPROVE SCHOOL QUALITY INFORMATION AND ANALYSIS
POLICY CONSTRAINTS	Overloaded curriculum and inappropriate teaching methods and materials result in low student performance Little use of school level assessment instruments to monitor pupil progress and modify teaching strategies	Ineffective personnel management system results in poor allocation of personnel inattention to needs of districts/communities (i.e. language requirements teacher skills) poor motivation and poor supervision	Districts and communities are too reliant on an over centralized inefficient bureaucracy that is unaccountable and cannot deliver adequate support from limited government resources	Lack of timely and accurate school level data for making policy decisions and resource allocation Little use of information on best practices and effective strategies on school improvement
POLICY ISSUES	Enhance teacher and pupil performance through use of improved instructional materials and assessment instruments in the classroom	Reorganize personnel management system based on performance standards and needs of districts/communities (posting and promotion language) and establish monitoring system (supervision personnel assessments)	Operationalize decentralization policy by devolving funding and decision making to district/community levels	Develop system for collecting and utilizing school level information to inform policy making and resource allocation
POLICY INITIATIVES	<p>1 Reduce the number of subjects taught in the primary grades and increase instructional time for language</p> <p>2 Develop an improved primary curriculum including learning goals and a scope and sequence</p> <p>3 Develop and test revised instructional materials</p> <p>4 Develop and test standardized pupil assessment instruments linked to revised curriculum</p>	<p>1 Develop and implement a personnel redeployment plan</p> <p>2 Improve and implement policies management systems and procedures for recruiting posting transferring and promoting educational personnel</p> <p>3 Establish competency-based personnel evaluation system</p> <p>4 Develop a management system and procedures for implementing incentives and sanctions for education personnel</p>	<p>1 Clarify roles and responsibilities of key educational units and personnel</p> <p>2 Increase discretionary spending authority and resources on non-salary items at the district level</p> <p>3 Adopt a school based planning and management tool related to school quality standards</p>	<p>1 Improve collection analysis and dissemination of school quality information</p>

TABLE 2
ACTIVITIES MATRIX

POLICY AREAS	IMPROVE CURRICULUM STUDENT INSTRUCTION AND ASSESSMENT	IMPROVE THE EDUCATION PERSONNEL MANAGEMENT SYSTEM	INCREASE THE CAPACITY AND AUTHORITY OF DISTRICTS AND SCHOOLS	IMPROVE SCHOOL QUALITY INFORMATION AND ANALYSIS
SCHOOL	<p>1 Define and implement school quality standards system in model schools</p> <p>2 Introduce pupil-centered teaching methods in schools</p> <p>3 Improve use of instructional materials</p> <p>4 Strengthen use of pupil continuous assessment methods</p> <p>5 Renovate and construct physical facilities in model schools</p> <p>6 Improve supervision by both circuit supervisors and school headmasters</p>	<p>1 Train teachers in improved pedagogical skills</p> <p>2 Apply professional standards for primary school teachers</p>	<p>1 Increase involvement of parents and community organizations in school management</p>	<p>1 Coordinate generation and use of SQS information with the MOE information management system</p>
DISTRICT	<p>1 Strengthen District support for model schools</p> <p>2 Train teachers in pupil centered instructional practices</p> <p>3 Support use of pupil and teacher assessment</p> <p>4 Build a sustainable in-service training system</p>	<p>1 Improve staff performance by training and the provision of equipment</p> <p>2 Strengthen school supervision system</p> <p>3 Improve teacher personnel management system in such areas as posting budgeting and professional development</p>	<p>1 Clarify roles and responsibilities of key educational units and personnel</p> <p>2 Support devolution of authority and responsibility to districts and schools</p> <p>3 Increase non-salary expenditures on education at the district level</p> <p>4 Train district and school personnel in planning budgeting and management of financial and personnel resources</p> <p>5 Support public awareness and education</p>	<p>1 Integrate SQS information into the MOE information management system</p>

POLICY AREAS	IMPROVE CURRICULUM STUDENT INSTRUCTION AND ASSESSMENT	IMPROVE THE EDUCATION PERSONNEL MANAGEMENT SYSTEM	INCREASE THE CAPACITY AND AUTHORITY OF DISTRICTS AND SCHOOLS	IMPROVE SCHOOL QUALITY INFORMATION AND ANALYSIS
NATIONAL	1 Support creation and use of school improvement plans	3 Train teachers in pupil-centered instructional practices	1 Clarify roles and responsibilities of key educational units and personnel	1 Foster use of school quality standards system as a management tool at the ministry level
	2 Reduce the number of subjects in primary grades and increase instructional time for language learning 3 Support redesign of curriculum for basic education grades 1-6 4 Develop and test revised instructional materials and technologies 5 Develop and test pupil assessment instruments based on revised curriculum 6 Build a sustainable in-service training system 7 Train staff of the MOE's Curriculum Research and Development Division in management of the curriculum reform process	2 Improve teacher personnel management system in such areas as posting promotion transferring and assessment 3 Assist in development of norms incentives and sanctions for primary school personnel	2 Develop mechanisms and operational capacity to ensure adequate and timely financial support for quality improvements 3 Public awareness and education	2 Train MOE personnel in information analysis and utilization 3 Organize fora to promote sharing of information among community leaders staff of model schools and district/central planners

Note Shading identifies those activities included in RP1, while RP2 activities are in unshaded boxes

III. Illustrative Activities

A. Revise Primary Education Curriculum and Develop and Test Instructional Materials and Assessment Standards and Procedures

Development of a more appropriate and relevant curriculum plays an essential role in improving student learning. This must be accompanied by the development of clear and attainable learning objectives for each primary grade along with appropriate guidelines, instructional materials and instruments for assessing pupils' progress. The main policy concern relates to the need to restructure the learning environment in the classroom in order to enhance teacher and student performance. The present overloaded curriculum, inappropriate teaching methods, and inadequate materials must be changed if student performance is to be improved.

USAID will work with the Ministry of Education and other stakeholders to provide technical assistance, training and commodities to achieve the following six activities:

Sub-Activity 1 Reduce the number of subjects in primary grades and increase instructional time for language learning

The present primary school curriculum is overloaded, placing too many demands on both teachers and students. Teachers find it difficult to get through the entire syllabus, while pupils are presented with more information than they can reasonably be expected to master. NPA will be used to encourage and support the MOE to adopt a policy to reduce the number of subjects in primary grades from nine to five and to increase instructional time for languages. USAID will provide technical assistance to the MOE/Curriculum Research Development Division and Teacher Education division to develop and implement the curriculum changes and procedures necessary for this policy to become effective. TA will assist the MOE in restructuring the school timetable, developing teacher guidelines and delivering training to teaching staff in model schools for using the new teaching timetable and, monitoring the implementation of the new timetable in selected model schools and districts.

Sub-Activity 2 Develop an improved primary curriculum:

The MOE has identified the need to revise the curriculum to better meet the learning needs of primary pupils. There is also recognition that the CRDD technical capacity to develop and implement a revised pupil centered curriculum is weak. In order to improve the quality and relevance of the primary curriculum, technical assistance will be provided for curriculum revision, beginning in the first year of the program. In collaboration with the CRDD, TA will work on defining learning goals and a full scope and sequence for all primary level subjects. TA will facilitate National and regional workshops on curriculum structure and content to obtain input from stakeholders. Commodities to support the effective implementation of the improved curriculum will be provided.

Sub-Activity 3 Develop and test revised instructional materials
Instructional materials play a critically important role in learning. Pupils become better learners when they use a variety of instructional materials each day and have within the classroom a literate environment where words and language are in constant sight and use. Technical Assistance will be provided to work with CRDD to develop instructional materials that reflect the new curricula and learning goals. TA will work with subject specialists, curriculum writers, teachers and districts officials to develop new textbooks and other low-cost instructional materials that enhance literacy, numeracy and activity-based learning. These materials will initially be distributed and tested in model schools. Later years of activity achievement will see all primary teachers in the Model Schools receiving instructional materials and training in their use. As supplementary materials become proven through use, they will be made available for duplication and national dissemination by the MOE.

Sub-Activity 4. Develop and test standardized pupil assessment instruments linked to the revised curriculum

Pupil assessment is essential as a tool for monitoring learning progress and for modifying teaching strategies. Currently primary teachers are not adequately using continuous assessment instruments to measure and monitor pupil learning. At the national level, the CRT has been a useful diagnostic instrument to measure the performance of P6 students in Mathematics and English. Following agreement within the MOE on a new scope and sequence for the primary curriculum, along with a strategy for its development, TA will assist with the development of school based continuous assessment instruments and the revision of the Criterion Reference Test to reflect the new curriculum. TA will assist in the development and pilot testing of the assessment instruments in model schools. USAID will provide logistical and commodity support to the effective implementation of pupil assessment instruments. NPA will be used to encourage the MOE to continue to administer the CRT on an annual basis.

Sub-Activity 5 Train teachers in the use of revised learning and assessment tools

The revised learning materials and assessment instruments will only be useful if teachers and instructional supervisors understand and are able to use the new tools effectively. TA will assist CRDD and the Teacher Education Division to develop training programs to introduce revised curricula, instructional materials and student assessment instruments to teachers, headteachers and, circuit supervisors in model schools. Using lessons learned and strategies from CRIQPEG TA will assist the MOE in developing, delivering and monitoring intensive classroom interventions to model the effective use of instructional materials and pupil assessment instruments. USAID will provide logistical and commodity support required to train teacher in the use of revised learning and assessment tools.

Sub-Activity 6. Train staff of the MOE's Curriculum Research and Development Division in management of the curriculum reform process

A national review by a wide range of stakeholders has concluded that the 1987 curriculum reforms were poorly developed and implemented. Under the current plans for curriculum revision, the CRDD plays a central role in managing the revision process. There is also widespread agreement that the CRDD capacity to undertake this complex task is weak. CRDD capacity will be strengthened through short-term and long-term training in curriculum design, instructional materials development and assessment. Training will be provided by the TA contractor. The contractor will also provide commodities such as desktop publishing equipment and curriculum materials to strengthen CRDD capacity. USAID may use NPA to encourage the use of private sector publishers that have a comparative advantage and can offer cost effective services for the development and production of learning materials and for building skills of CRDD to develop and monitor the use of learning materials and assessment instruments.

The anticipated outcomes under this component are (1) Within 2 years the policy directive which allots additional instruction time for language will be adequately implemented by at least 80% of schools in districts implementing Model School programs. (2) Within 3 years curriculum changes for grades 1-3 will have been developed and piloted in model schools and accepted by the MOE for introduction throughout the primary education system. This includes development and testing of standardized pupil assessment instruments linked to the curriculum. (3) Within 5 years curriculum changes for grades 4-6 will have been developed and piloted in model schools and accepted by the MOE for introduction throughout the primary education system. This includes development and testing of standardized pupil assessment instruments linked to the curriculum.

TABLE 3
IMPROVED CURRICULUM, INSTRUCTIONAL MATERIALS AND PUPIL ASSESSMENT
SUB-ACTIVITIES

SUB-RESULTS	WHEN	WHO	RESULT
Reduce the number of primary subjects from nine to five and increase language instructional time	FY '97	Implementing entity, MOE, districts	Reduced number of subjects taught and improved use of time resulting in better learning
Establish learning goals for P 1-6, design scope and sequence for revised curriculum, develop and test new instructional materials and technologies	FY '97 - FY '99	Implementing entity, MOE/CRDD, districts	Improved instructional materials that are relevant and appropriate for pupils and teachers
Develop and disseminate supplementary low-cost instructional materials	FY '97 - FY '01	Implementing entity MOE/CRDD, districts	Pupils will have more interesting and effective ways of learning
Develop and test standardized pupil assessment instruments	FY '98 - FY '99	Implementing entity, MOE/CRDD, districts	Teachers, district personnel and policy makers will have timely and relevant indicators for monitoring pupil progress
Train teachers in the use of revised learning and assessment tools	FY '97 - FY '01	Implementing entity, MOE, districts	Teachers will have the skills to effectively use the new instruction and assessment tools
Train staff of the MOE s Curriculum Research and Development Division in management of the curriculum reform process	FY '97 - FY '01	Implementing entity, MOE GES CRDD	CRDD personnel will have requisite skills to manage and monitor curriculum reform process

B Improve the Education Personnel Management System

Improving personnel management within the education system is crucial to reducing shortages of trained teachers at the primary level, ensuring that communities are assigned teachers with appropriate language skills and addressing issues related poor conditions of service such as making sure that teachers are paid on time, better supervised, adequately rewarded for good performance and sanctioned for poor performance USAID will assist the Ministry of Education and other relevant policy and implementing units to develop and test revised personnel policies and procedures in model districts and schools and then provide information and analysis on lessons learned and conditions and resources required for replication

The main policy considerations for this activity relate to the need to reorganize the personnel system based on the needs of communities and districts and to establish an effective system for monitoring teacher performance

Under the personnel management component, short-term technical assistance, training and commodities will be provided for the following activities

Sub-Activity 1 Develop and implement a personnel redeployment plan

To address the problem of primary school teaching positions remaining unfilled or staffed by poorly qualified teachers, while there is redundant staffing at administrative and secondary levels, TA will help the MOE to analyze current staffing patterns and needs, develop personnel redeployment plans, and to redeploy staff in selected districts. Completion of and assessment and implementation of redeployment plans in Model School districts is a condition precedent to the first tranche of NPA.

Sub-Activity 2 Improve and implement policies, management systems and procedures for recruiting, hiring, posting, transferring and promoting educational personnel:

Improvements in personnel management are urgently needed to make more efficient use of resources. TA will assist the MOE to review and revise policies and management practices related to recruiting, hiring, posting, transferring and promoting educational personnel. Technical assistance will introduce cost effective strategies for improving personnel management systems and functions in line with the broader GOG civil service reform program. Logistical and commodities support will be provided for the effective implementation of improved personnel management systems.

Sub-Activity 3 Establish a management system and standardized procedures for assessing teacher performance in the classroom.

Raising the quality of primary education depends in large measure on improving teacher performance in the classroom. If teachers are to change their instructional practices, they must have a shared understanding of what constitutes good practice and by what standards they will be assessed. TA will assist the MOE to review and revise professional standards and norms that are targeted towards student acquisition of basic skills and effective teaching. TA will develop and test assessment instruments that measure teacher competencies in the classroom and identify areas for professional skill development. Technical assistance will be provided to the MOE to support development of performance standards and to develop and test teacher assessment instruments in model schools. The intention is to help teachers redefine their roles within a system that will encourage reflective practice, demonstrated competencies and collaboration among education personnel. Taking into account the teacher training activities being supported by Britain (Overseas Development Agency) and Germany (Gesellschaft für Technische Zusammenarbeit and Kreditanstalt für Wiederaufbau), TA will examine existing standards and norms for pre-service teacher education and certification and help the MOE and the Ghana National Association of Teachers (GNAT) devise needed changes. Logistical and commodity support will be provided to establish a management system and standardized procedures for assessing teacher performance in the classroom.

Sub-Activity 4 Develop a management system and procedures for implementing incentives and sanctions for education personnel Poor conditions of service, ineffective supervision and eroding professional standards has resulted in a large cadre of teachers who are under-performing. With the new standards and assessment mechanisms defined, TA, in conjunction with the MOE, GES and district education personnel, will examine the current system of teacher incentives and sanctions and assist the MOE to revise the incentive and sanctions systems. Particular attention will be focused on conditions of service for teachers in rural and remote areas.

Sub-Activity 5 Train MOE and district education personnel in the use of revised policies and procedures

Effective personnel management will require a shared understanding and cooperative action by MOE central, regional and district managers, MOLG, GNAT and, the OHCS. TA will support training for MOE and district educational personnel on the rationale, substance and operation of new personnel policies and procedures. USAID will also provide short-term and long-term training for key educational personnel managers to upgrade skills in the areas of personnel management. Logistical and commodities support, particularly computer equipment for personnel management will be provided.

The anticipated outcomes for this component are: (1) Those districts which have initiated Model School programs will have developed and fully implemented personnel redeployment plans. Redeployment entails insuring that all district primary schools have a full complement of qualified staff, that primary school teachers occupying redundant management positions are re-posted to teaching positions and that over-staffing of teaching staff in Junior Secondary School (JSS) and Senior Secondary School (SSS) is eliminated. (2) Teacher attendance in districts which initiate Model School programs will rise to at least 80% within two years.

TABLE 4
IMPROVED EDUCATION PERSONNEL MANAGEMENT SYSTEMS SUB-ACTIVITIES

SUB-ACTIVITIES	WHEN	WHO	RESULT
Develop and implement a personnel redeployment plan	FY '97 - FY '00	Implementing entity, MOE, GES, GNAT, districts	Schools adequately staffed with competent personnel
Improve and implement policies and management systems for recruiting, hiring, posting, transferring and promoting educational personnel	FY '98 - FY '01	Implementing entity, MOE, GES, GNAT, districts	System is more efficient and more responsive school staffing needs
Establish a management system and standardized procedures for assessing teacher performance in the classroom	FY '98 - FY '01	Implementing entity, MOE, GES, GNAT, districts	Performance standards will provide the basis for monitoring and evaluating teaching and administrative personnel
Develop and implement a management system for implementing incentives and sanctions for educational personnel	FY '98 - FY '01	Implementing entity, MOE, GES, GNAT, districts	Teachers will receive appropriate rewards and sanctions based on performance
Train MOE and district personnel in use of revised policies and procedures	FY '98- FY '01	Implementing entity, MOE, GES, GNAT, districts	Personnel managers will have the skills to better manage educational personnel

C Increase the Capacity and Authority of Districts and Schools

Devolving more authority and building management capacity within districts and schools is a crucial element in rebuilding community confidence in the education system and fostering decentralization of the education system. Greater district and community influence over school management will mean that schools are more responsive to community needs and priorities. This will in turn reduce the bottlenecks that arise because most aspects of education management and implementation are now concentrated within a centralized education bureaucracy.

The development of an environment that permits and promotes school-level change and reform of district-level decision-making, management and school support practices will require changes at both the national and district levels. At the national level, the establishment of an enabling environment will be evidenced by the extent to which national policies allow districts to assume authority and responsibility over decisions that directly affect their ability to support schools. Two critical aspects of this devolution of power relate to the provision by the national government of sufficient resources to ensure the operation, expansion and improvement of the education sector, and the decentralization of authority over those resources to the district level. A key element of this process will be the government's

willingness and ability to provide significant sustained sectoral financing for expenses other than personnel costs

Districts, in addition to having resources and authority over financial management, need to have control over personnel and other operational decisions. But district capacity to exercise effective management, in many cases has to be developed. Thus, only those districts demonstrating basic administrative capacity, and which are willing and able to be held accountable for resource use and results, should receive greater authority to handle their own affairs. Districts currently lacking such capabilities can be strengthened.

Under the capacity and authority component for districts and schools, technical assistance, training and commodities will assist the GOG to achieve the following results

Sub-Activity 1 Clarify roles and responsibilities of key educational units and personnel.

Recent policy changes to permit devolution of authorities and accountability to the Districts and schools have yet to be made operational. Roles and responsibilities of District Assemblies, DEOCs, headteachers, School Management Committees and others at the national, regional, district and school levels must be clarified and mutually understood. TA will support institutional analysis, a review of existing MOE/MOLG legislation and, assistance in revising and clarifying roles and responsibilities of key educational units and personnel. These activities will support activities in RP 1 aimed at strengthening district capacity to support effective schooling.

Sub-Activity 2 Increase discretionary spending authority and resources at the district level.

Specific emphasis will be placed on establishing authority and capacity for financial management at the district level and to devolve discretionary spending authority and resources. TA will provide support for planning and monitoring resource transfers from the GOG to the districts. In addition, USAID will finance District Incentive Grants, to meet development costs and encourage the adoption of improved practices in selected districts. NPA will be used to encourage the MOE to increase district level discretionary spending authority and to increase resource availability at the district level.

Sub-Activity 3 Train district and school personnel in planning, budgeting, and management of financial and personnel resources

As policies for increasing resource flows to the district are adopted, USAID will support Ghanaian training institutions to upgrade skills of key personnel in planning, budgeting and personnel management.

The anticipated outcomes under this component are (1) At least 75% of District Education Oversight Committees in districts managing

Model School programs will accomplish objectives of annual SQS plans. Illustrative indicators of success include: annual school maintenance plans are fully completed, each primary school in the district is fully staffed, annual attendance targets for teachers and pupils in district schools are met, supervisory visits from district education offices take place as planned, and each school in the district has an adequate supply of textbooks and learning materials. (2) Within 3 years of starting up a Model School program, districts will increase primary education expenditures on non-salary items by at least 25%.

TABLE 5
INCREASED CAPACITY AND AUTHORITY OF DISTRICTS AND SCHOOLS
SUB-ACTIVITIES

SUB-ACTIVITIES	WHEN	WHO	RESULT
Establish policy guidelines on roles and responsibilities of key educational units and personnel	FY '97 - FY '98	Implementing entity, MOE, MOLG, DAs, DEOCs, SMCs	Improved school support based on clear roles and responsibilities of central, regional, district and school level units
Increase discretionary spending authority and resources at the district level	FY '98 - FY '01	Implementing entity, MOF, MOE, Districts	Increased resource allocation for non-salary school improvement activities
Train district and school personnel in planning, budgeting, and management of financial and personnel resources	FY '98 - FY '01	Implementing entity, MOF, MOE, Districts	Improved resource allocation and monitoring for school support activities

D Improve School Quality Information and Analysis

Improving the compilation and analysis of school quality information is essential to a more efficient allocation of resources. Assisting the Ministry of Education and other relevant policy and implementing units to incorporate SQS data into mainstream information management systems will ensure that the SQS will be diffused throughout the education system.

Under the information and analysis component, TA, training and commodities will assist the GOG to

Sub-Activity 1. Integrate SQS information into the MOE information management system

TA will monitor the SQS process and provide information and analysis on the model school program to districts and central MOE personnel. The MOE has contracted a firm to design and develop an education management information system. The EMIS is intended to provide timely and useful school data that will enable the MOE to make relevant policy and resource decisions. TA will assist the MOE to

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integrate school quality standards and indicators to monitor progress on the model school program into the new management information systems

Sub-Activity 2 Train MOE personnel in information analysis and utilization Information is useful to the extent that it is analyzed and used to make informed and sound policy and resource decisions. TA will assist the MOE to analyze and use information from the model school program. Training will include developing skills for data processing, statistical analysis, cost-benefit analysis, cost modeling, and gap analysis. USAID will provide logistical and commodity support, particularly computer equipment to strengthen MOE personnel skills in information analysis and utilization.

Sub-Activity 3 Organize fora to promote sharing of information among community leaders, staff of model schools and district/central planners

One of the major constraints to improved performance is the lack of information and hence interest and commitment to improving school standards. Currently there is low level of communication on strategies and practices for improving schools. USAID will assist the MOE and other relevant implementing agents to organize fora and design practical information on effective strategies emerging from the model school programs. The successful delivery of information is the first step towards creating an awareness and changing attitude and behavior relating to improving schools.

The anticipated outcome under this component are (1) Within 3 years of initiating a Model School program, districts will be able to formulate annual plans on the basis of complete, accurate school-based data from the previous academic year. (2) By 2001 at least 75% of primary education professionals -- including teachers, headteachers, circuit supervisors, district education officers and others -- will be familiar with results of effective practices generated from model school programs.

TABLE 6
IMPROVED SCHOOL QUALITY INFORMATION AND ANALYSIS
SUB-ACTIVITIES

SUB-ACTIVITIES	WHEN	WHO	RESULT
Integrate SQS information into the MOE information management system	FY '97 - FY '01	M&E Contractor, MOE/PBME, EMIS Contractor	Improved school level information integrated into EMIS
Train MOE personnel in information analysis and utilization	FY '98 - FY '01	M&E Contractor, MOE/PBME	Teachers, district personnel, and policy makers have the skills to use and analyze information for policies and resource allocation
Promote sharing of information on strategies and best practices based on model school program	FY '98 - FY '01	M&E Contractor, MOE/PBME, EMIS Contractor	Increased awareness of best practices and strategies for school improvement

IV. RP2 Management and Implementation Plan

A Management - Role and Composition of the RP2 Team

The RP 2 Team will have overall management responsibility for activities in RP 2. The RP team will consist of one Results Package Manager (USPSC), the mission Policy Advisor, one FSN secretary and the USAID mission support team. The team will be assisted by an extended team consisting of RP 2 implementing agents, principally the MOE/GES, fCUBE Secretariat, Projects Management Unit and, technical contractors. Other GOG team members will include representatives from the MOF, MOLG, and the Office of the Head of Civil Service.

The USAID core team will be responsible for program management including developing SOWs and RFPs for technical assistance, managing bridging activities during the TA selection process, coordinating contractor, host country and AID technical support, coordinating relevant activities with other donor agencies, managing the program budget, and monitoring program progress towards achieving results. The RP Manager will be responsible for preparing and submitting semi-annual and annual reports as required by AID/Washington and provide periodic reports to Mission management on RP progress. The RP Manager will also be responsible for ensuring coordination between RP1 and RP2 and for establishing the relevant linkages during the implementation of RP1 and RP2.

B. Results Package Development Partners

The achievement of program results will require cooperation and coordination among various development partners. These institutions

include the Government of Ghana, Ministry of Education, Local Government and Finance, bi-lateral and multi-lateral development agencies, principally the World Bank and ODA who are supporting the basic education sector reform program, implementing agencies including US contractors, NGO's and PVOs, technical support units including USAID, Africa Bureau, Global Bureau for Human Capacity Development, and Ghanaian institutions (UCC/UCEW)

1 Government of Ghana

Ministry of Education (MOE)

The MOE is the principal governmental agency responsible for coordinating RP activities with other ministries and within the various MOE units at the central, regional, district and school level. The fCUBE Secretariat, which was established in June 1996, is responsible for coordination and implementation of all activities within the fCUBE program. The four functional MOE divisions - Planning, Budgeting, Monitoring and Evaluation (PBME), Manpower Development, Training and Personnel Policy and Management, Statistics, Information Management, Public Relations and Research (SRIMP) and, General Administration and Finance will be responsible for integrating program activities into their mainstream operations. The Curriculum Research Development Division (CRDD) will be responsible for implementation of the curriculum reform and development of instructional materials.

Ministry of Local Government (MOLG)

The MOLG will be responsible for coordination of program activities relating to educational policies, legislation and financing which impact District Assemblies support for education. In particular, the MOLG will be required to participate in the formulation and implementation of policies developed to clarify roles and responsibilities of regional, district, and school educational and local government units and personnel.

Ministry of Finance (MOF)

The MOF will be responsible for ensuring that adequate program and GOG funds are allocated to education through the NPA mechanism and the GOG budgetary process. The MOF will participate in the annual MOE/Donor consultative group meetings that will review government and donor sector funding and establish budget targets required for achieving program results.

Office of the Head of Civil Service (OHCS)

The OHCS will be responsible for integrating program activities into the broader GOG civil service reform programs already underway. Specifically, the OHCS will be involved in the development and implementation of policies and program relating to performance based personnel management systems. The OHCS will also be involved in developing plans for personnel redeployment at the district level.

2 Bi-lateral and Multi-lateral development organizations

The USAID SO is part of a broader MOE basic education sector reform program that is being supported by multiple donors. Success in achieving program results will depend on the cooperation and coordination of the principal donors supporting fCUBE. These include World Bank, ODA, GTZ/KFW, UNICEF, EU, JICA and, international and local NGOs and PVOs. After USAID the World Bank and ODA provide the greatest support for the sector improvement program. USAID will continue to work with these development partners in areas of mutual interest to ensure coordination and share relevant information. USAID will continue to participate and take a leadership role in the monthly donor meetings.

3 Non-Governmental Organizations and Universities

NGOs including Ghanaian think tanks, private sector institutions and Universities will provide services in the area of research, training, and information dissemination to support RP 2 activities.

C. Implementing Agents

In addition to the groups mentioned above the principal implementing agent for RP2 will be a US technical assistance contractor. The contractor, working in partnership with development partners, will be responsible for managing, coordinating and ensuring the achievement of program results. Specifically the contractor will be responsible for providing long and short term technical assistance for implementation of improved policies for quality education. The contractor will provide TA for 1) adopting school quality standards into the national primary education system, 2) revising the primary curriculum and developing and testing new instructional materials and pupil assessment instruments, 3) improving the education personnel management system, 4) developing policies and program that devolve authority and responsibility to districts and schools and, 5) improving the compilation and use of school-based information for policy and resource decision making.

A separate TA contractor will be hired to manage activities for the improved school quality and information analysis component. This will ensure that the evaluation of program impact and analysis and dissemination of lessons learned from the Model Schools Program will be carried out.

In addition to the TA contractors, centrally funded AID education projects, including IEQ and ABLE and IQC firms will provide TA to support program activities. Initially, activities selected will provide a bridge between PREP and the new S O. Illustrative bridging activities include conducting a personnel audit, developing policies and procedures for reducing primary subjects and increasing instructional time, establishing learning goals for P 1-6, developing low cost instructional aids and, clarifying the roles and responsibilities of DEOs, DEOCs, DA, EUs, SMCs and PTAs.

D Implementation Plan

An illustrative RP 2 implementation plan is provided as an attachment. Key implementation actions required during the first year of RP2 include

- 1 Preparation of RFPs to procure services of a contractor to provide technical assistance and training for RP2 activities
- 2 Preparation of SOWs for short-term bridging activities during the RFP and selection process. Activities to be completed during the first year of the program in the policy components include
- 3 Select qualified 8a firm for program monitoring and information analysis activities

During the first year the following RP 2 activities will be completed

Improved Personnel Management

- conduct and personnel audit and develop personnel redeployment plans

Curriculum, Instructional Materials and Pupil Assessment

- assist MOE to develop policies and procedures for reducing primary subjects and increasing instructional time

Increase Capacity and Authority of Districts

- conduct needs assessment of selected districts
- assist MOE in clarifying roles and responsibilities of DEOs, DEOCs, DA, EUs, SMCs and PTAs

Improved School Quality Information and Analysis

- integrate SQS data into mainstream EMIS

- 4 Program monitoring and resource allocation
 - review program performance with respect to policy conditionality and preliminary implementation activities
 - program USAID and GOG financial resources and activities for the forthcoming year
 - An NPA disbursement is scheduled for March/April 1997

E Procurement Plan

USAID will transfer funds to the AID Global Center for Human Capacity Development to buy-in to IEQ and ABEL for RP2 activities

USAID will fund an IQC delivery order for short-term technical assistance bridging activities. USAID will procure the services of technical assistance contractors through a competitive selection process. The SOW for this contract will be developed during October-November 1996. Agreements with implementing agents will contain specific plans for the procurement of commodities.

F. Commodities

The following illustrative list of commodities will be financed under RP2

TABLE 7
COMMODITIES

	UNIT PRICE	COST
2 1 Improved Education Personnel Management System		
* Vehicles (4-wheel drive) [2]	25 000	50,000
*Office Equipment [3]	5,000	15,000
2 1 Sub-Total		\$65 000
2 2 Curricula/Materials/ Assessment		
* Vehicles (4-wheel drive) [3]	25,000	75,000
* Desk Top Publishing [2]	10,000	20,000
2 2 Sub-Total		\$95 000
2 3 Increase Capacity and Authority to Districts and Schools		
* Vehicles (4-wheel drive) [0]		
* Computer Equipment [0]		
2 3 Sub-Total		\$0

2 4 Improved School Quality Information and Analysis		
* Vehicles (4-wheel drive) [3]	25,000	75 000
* Computer Equipment [3]	5 000	15,000
2 4 Sub-Total		\$90 000
TOTAL		\$250 000

V Non-Project Assistance

The Primary Education Strategic Objective Program will provide \$18 million in six annual tranches in support of the GOG's educational reforms. In FY 97, \$2.5 million is programmed for NPA. Emphasis will be placed on the four broad areas for reform identified above: Policy dialogue, analysis and technical assistance will be complemented by conditionality, as warranted, to advance the reform process. Conditions precedent to the first tranche release are specified in the Strategic Objective Agreement. Subsequent conditionality will be developed in consultation with the GOG and development partners prior to each new obligation. Table 8 summarizes the policy initiatives and illustrative conditionality.

Policy dialogue, consultation, and performance tracking will be managed as part of RP2. RP1 will supply information needed to verify implementation of reforms at the district and community levels. The monitoring and evaluation contractor will manage a performance tracking system.

Tranche Disbursements The first and subsequent tranches will be disbursed immediately after an approved PIL has been countersigned by MOF and MOE confirming that CPs to disbursement of the respective tranches have been met. After issuance of the PIL, USAID Ghana will instruct USAID/W (FA/FM/CMPD) by cable to transfer the funds to a GOG-designated, Bank of Ghana account in New York. The cable will include (1) certification that all CPs have been met and the date met, (2) any other information which may be required under the terms of the agreement to make the disbursement, (3) the dollar amount to be disbursed, and (4) the Bank of Ghana's U.S. bank address, account name and account number. USAID/W will then effect the transfer from the U.S. Treasury into that account. USAID will notify the Grantee in writing upon receipt of notification that the disbursement has occurred.

Dollar Tracking Section 532(b) of the 1996 Foreign Assistance Appropriations Act states that countries receiving cash transfers or cash-disbursing, non-project sector assistance, whether Development Assistance or Economic Support Funds, are required to establish separate accounts for receipt of such funds and not to commingle

them with other funds. However, per Section 532(b)(4) of the aforementioned Act, USAID may exempt this activity from the separate account requirement upon notification of the Committee on Appropriations. The legislation further requires USAID to submit a Congressional Notification at least 15 days prior to obligation of such cash transfer or non-project assistance, including details on the planned uses of the dollars to be provided. This has been done and the congressional Notification which expired without objection on August 20, 1996 (STATE 174639) constitutes approval to exempt this Strategic Objective from the separate account requirement. The Mission's rationale for seeking this exemption was to support the existing policies that are non-restrictive and are supportive of market allocations of foreign exchange.

Local Currency Dollar disbursements will go directly into a GOG account at the Bank of Ghana and no local currency will be generated. In turn, the GOG will provide sufficient funding for the local currency needs of the primary education program through the general budget. Conditions precedent and covenants have been drafted in such a way that the GOG will be responsible for demonstrating that adequate budgetary resources have been appropriated, committed and disbursed to achieve performance objectives. USAID's role will be to monitor the conditionality and the specific conditions as they relate to specific program and impact indicators.

USAID Trust Fund As part of the Strategic Objective Agreement, the GOG will appropriate from its General Budget the cedi equivalent of not more than ten percent (10%) of the dollar value of each year's NPA disbursement for allocation to a Trust Fund account for administrative costs of USAID. The exact percentage will be determined annually through GOG/USAID consultations. The Ghanaian cedi equivalent of Trust Funds to be appropriated shall be calculated on the basis of the highest rate of exchange available at a commercial bank which, at the time the appropriation is made, is not unlawful in the Republic of Ghana, unless USAID agrees otherwise in writing. USAID will request the GOG to effect the transfer of Trust Funds within one week following the disbursement of the dollar Cash Transfer.

Table 8
Policy Initiatives and Conditionalities

Policy Initiatives	YEAR 1 Conditionalities	YEARS 2 3 Illustrative Conditionalities	YEARS 4 6 Illustrative Conditionalities
<i>Improve curriculum student instruction and assessment</i>			
<p>1 Implement pupil centered curriculum</p> <p>2 Reduce the number of subjects taught in the primary grades and restructure use of instructional time</p> <p>3 Introduce pupil centered teaching methods</p> <p>4 Link pupil assessments to learning goals and classroom strategies</p>	<p>1 1 Prepare an explicit plan for effective distribution utilization and monitoring of instructional materials and implement plan in selected districts</p> <p>2 1 Develop and disseminate policy and implementation guidelines for reducing the number of primary subjects and increasing instructional time for language</p>	<p>1 1 Develop and implement phased plan for effective national distribution utilization and monitoring of instructional materials in Model School Program districts</p> <p>1 2 Establish learning benchmarks (goals) in primary grade 1 6 as a guide to curriculum development</p> <p>1 3 Develop adopt and implement action plan for curriculum improvements</p> <p>2 1 Implement plan for reducing the numbers of subjects taught in primary grades in selected districts</p> <p>2 2 Develop disseminate and implement guidelines for more effective use of instructional time</p> <p>2 3 Implement guidelines for increasing language instruction time</p> <p>3 1 Identify plan and implement measures to improve teaching methods in selected districts</p> <p>4 1 Develop and implement a program for the use of continuous pupil assessment to improve instruction and learning outcomes in selected districts</p>	<p>1 Increased utilization of improved instructional materials and curriculum</p> <p>2 Fewer subjects being taught at each level of primary education and more time being devoted to effective instruction including language instruction</p> <p>3 Improved teaching practices demonstrated in selected districts</p> <p>4 Continuous pupil assessment being used to improve instruction and learning outcomes in selected districts</p>

Policy Initiatives	YEAR 1 Conditionalities	YEAR 2 3 Illustrative Conditionalities	YEARS 4 6 Illustrative Conditionalities
<i>Improve the personnel management system</i>			
<p>5 Assign personnel on the basis of competency and need</p> <p>6 Establish competency based employee evaluation system</p> <p>7 Establish more appropriate guidelines (procedures and resources) for teaching supervision</p> <p>8 Link teacher training college training to classroom instructional goals</p>	<p>5 1 Conduct analysis of educational personnel staffing and needs of the Ministry of Education and Ghana Education Service at the central regional district and school levels and implement a plan for reassigning personnel in selected districts</p>	<p>5 2 Implement plan for reassignment of teaching and management personnel in Model School Program districts</p> <p>6 1 Develop a competency- based personnel evaluation system (piloted in selected districts)</p> <p>7 1 Review, modify and implement guidelines, standards and norms for teachers managers and circuit supervisors in selected districts</p>	<p>5 Demonstrated improvements in the distribution and assignment of educational personnel</p> <p>6 Competency based evaluation system being used in the promotion and assignment of personnel</p> <p>7 Improved incentives and more effective sanctions linked to performance for teachers, managers and circuit supervisors</p> <p>8 Demonstrated integration between teacher training colleges Curriculum Research and Development Division, and teaching practice</p>

Policy Initiatives	YEAR 1 Conditionalities	YEARS 2 3 Illustrative Conditionalities	YEARS 4 6 Illustrative Conditionalities
<i>Increase capacity and authority of districts and schools</i>			
<p>9 Clearly define and support devolution of authority to districts and communities</p> <p>10 Ensure that adequate and timely resources (funding and personnel) are available to meet education plan increase spending on non salary items</p> <p>11 Adopt School Quality Standards (SQS) as a school based planning and management tool</p>	<p>10 1 Provide sufficient personnel and financial resources to implement Strategic Objective Program and agree to integrate successful elements into the national educational system (Covenant)</p> <p>11 1 GOG will identify senior representatives of the MOF and MOE who will be responsible for assuring the implementation of the Model School Program and specify the resources to be allocated to Model School Program activities for the forthcoming Ghanaian fiscal year</p>	<p>9 1 Establish guidelines on the roles responsibilities and relationships between district and school level institutions</p> <p>9 2 Develop and implement action plan for newly decentralized management and financial authorities</p> <p>10 1 Demonstrate that districts and schools are making progress in receiving adequate financial and personnel resources</p> <p>10 2 Demonstrate that expenditures on non salary items are increasing as planned</p> <p>11 1 Implement SQS Model School Program in at least 14 districts</p> <p>11 2 Provide personnel and budgetary support for SQS</p>	<p>9 Districts and schools using new authorities to meet explicit local education priorities active PTAs and school management committees</p> <p>10 Increased resources for primary education especially non salary expenditures timely and public reporting on GOG and donor educational expenditures</p> <p>11 SQS Model School Program in use nationwide</p>
<i>Improve school quality information and analysis</i>			
<p>12 Improve collection analysis and dissemination of school quality information</p>	<p>12 1 Conduct and publicize Criterion Referenced Tests on timely basis including averages nationwide by region and by gender (Covenant)</p>	<p>12 1 Integrate SQS information into the MOE information management system</p> <p>12 2 Timely collection analysis and publication of CRT results</p>	<p>12 Complete accurate and timely school based data available for use in national and district planning and resource allocation</p>

Implementation Plan for Results Package 2 - Improved Policies for Quality Education															
		Program Months												USAID Assistance	GOG Implementing Agency
		6	12	18	24	30	36	42	48	54	60	66	72		
2.1 Improved Personnel Management														LTTA Contractor	
	Conduct personnel audit	X												Mgmt IQC, ABEL	GES/manpower planning teacher ed fCUBE mgmt consultant, OHCS DEOs/DAs GNAT
	Develop and implement redeployment plans	X	X	X	X	X	X							Mgmt IQC, ABEL or STTA	GES/manpower planning teacher ed , fCUBE mgmt consultant, OHCS, DEOs/DAs, GNAT
	Develop and implement revised hiring, posting and transfer policies and procedures		X	X	X	X	X							STTA (contr)	GES/manpower planning teacher ed fCUBE mgmt consultant, OHCS DEOs/DAs GNAT
	Develop personnel performance standards			X	X	X								STTA (contr)	GES/manpower planning teacher ed fCUBE mgmt consultant OHCS DEOs/DAs GNAT
	Develop and test instruments to assess teacher performance					X	X	X						STTA (contr)	GES/teacher ed TTCs UCC/UCEW fCUBE mgmt consultant OHCS GNAT
	Develop and test revised incentive and sanction policies and procedures		X	X	X	X	X	X	X	X				STTA (contr)	GES/teacher ed UCC/UCEW TTCs
	Information analysis and dissemination on revised personnel procedures		X	X	X	X	X	X	X	X				LTTA,STTA, M&E cont	GES/SHRMP, fCUBE coordinator/mgmt consultant, DDE DCE DEOCs
	Strengthen personnel management systems	X	X	X	X	X	X	X	X	X				LTTA (contr)	
	- training		X		X		X		X					(contr)	
	- commodities		X		X		X		X					(contr)	

	Program Months												USAID Assistance	GOG Implementing Agency
	6	12	18	24	30	36	42	48	54	60	66	72		
2.2 Curriculum, Instructional Materials and Pupil Assessment													LTTA	
Develop and implement policies and procedures for reducing # of primary subjects & increasing instructional time	X												STTA IEQ or ABEL	MOE/DG, fCUBE Coordinator Dir Basic Ed
Curriculum review and stakeholder conferences	X		X										STTA IEQ or ABEL	fCUBE curriculum consultant CRDD
Establish learning goals for all subjects in P 1-6		X											STTA IEQ or ABEL	fCUBE curriculum consultant CRDD
Design scope and sequence for revised curriculum		X	X	X									LTTA	fCUBE curriculum consultant CRDD
Develop and test new instructional materials			X	X	X	X							LTTA, STTA	fCUBE curriculum consultant CRDD UCC/UCEW
Develop and test pupil assessment instruments and procedures													LTTA, STTA	fCUBE curriculum consultant, CRDD WAEC UCC/UCEW local consultants
- develop continuous assessment instruments		X	X	X									LTTA, STTA	
- develop CRT in English and Math based on revised curricula (P6)					X	X	X	X					LTTA, STTA	fCUBE training manager GES/teacher education CRDD UCC/UCEW local consultants
Design and deliver teacher HT supervisor training on use of assessment instruments			X		X		X		X				LTTA, STTA	fCUBE curriculum consultant CRDD WAEC UCC/UCEW local consultants
Capacity building for CRDD													LTTA	MOE/GES
- training		X		X		X		X					(cont)	
- commodities		X		X		X		X					(cont)	

		Program Months												USAID Assistance	GOG Implementing Agency
		6	12	18	24	30	36	42	48	54	60	66	72		
2.3 Increase Capacity and Authority of Districts														LTTA	
	District needs assessment	X												STTA Mgmt IQC or ABEL	MOE/GES DG OHCS CSIPIP MOLG
	Clarify roles and responsibilities of DEO, DEOC, DA EUs SMCs and PTAS	X	X	X										STTA Mgmt IQC or ABEL	MOE/GES DG OHCS, CSIPIP, MOLG
	Increase discretionary spending authority and resources to districts		X	X	X	X	X	X	X	X				STTA (contr)	MOE/GES Budget and Finance, MOF MOLG
	Develop policies and procedures for new roles and responsibilities		X	X	X									STTA (contr)	MOE/GES DG OHCS CSIPIP, MOLG
	Strengthen District Education Oversight Committee		X	X	X	X	X	X	X	X				STTA (contr)+ local mgmt fir	MOE/GES DG, OHCS CSIPIP MOLG
	Design and deliver District Incentive Grants		X	X	X	X	X	X	X	X				TA contractor	DEOs, DEOCs and DAs
2.4 Improved School Quality Information and Analysis														M&E Contractor	MOE/PBME/SHRMP, fCUBE Coordinator
	Conduct baseline studies and regular program monitoring	X		X		X		X		X				M&E Contractor	MOE/PBME, fCUBE mgmt consultant
	Integrate SQS into mainstream EMIS	X	X	X	X	X	X							M&E Contractor	MOE/PBME and EMIS contractor
	Strengthen school and district information management capacity		X	X	X	X	X	X	X	X				M&E Contractor	MOE/GES, fCUBE mgmt consultant DEOs, DAs DEOCs
	Develop data collection tools	X	X											M&E Contractor	MOE/PBME
	Information analysis and dissemination on Model School program			X	X	X	X	X	X	X				M&E Contractor	fCUBE Coordinator

SO2 Management and Implementation Plan

I Role and Composition of Strategic Objective Team

A Roles and Responsibilities

USAID/Ghana and the Ministry of Education have the prime responsibility for program management and implementation. International and local non-governmental and private voluntary organizations as well as US-based contractors and community level organizations will have specific implementation responsibilities and may be called upon for advice. In program areas where there is mutual interest and benefit, USAID is cooperating with other donor agencies, particularly Britain's Overseas Development Agency and the World Bank, to promote effective program implementation and coordination. Other agencies which are important stakeholders in the SO2 Program include the Ministry of Finance, Ministry of Local Government, The Office of the Head of Civil Service (OHCS), the National Development Planning Commission (NDPC).

B SO2 Management Team

SO2 execution is the responsibility of the SO2 Management Team (SO2 MT). This Team consists of the U S Direct Hire (USDH) SO2 MT Team Leader, Mr Peter Kresge, RP Team Leaders, and Foreign Service National (FSN) technical and support staff. The SO2 MT includes USAID support offices related to program development, finance, contracting, legal issues, and operations management. Current full members of the team include the Contracting Officer, Monitoring and Evaluation Officer, Program Officer, Training Officer, Project Development Officer, Mission Economist and the Financial Management staff (2).

The SO2 MT is responsible for resource management, program monitoring, reporting and overall accountability for achieving program results. The SO2 MT will also be responsible for final decisions regarding annual implementation plans, budget control, submission of required documentation, and evaluation of the operations of all SO2 components. Its most important function is to gather together the talent inside and outside of USAID needed to achieve SO2's program outcomes. This requires effective coordination with other donors working on similar activities, regular discussions with GOG counterparts to identify opportunities to advance program objectives, and meetings with the educators, teachers organizations, university personnel, NGOs and parents of primary school children to guide and monitor program implementation. The Management Team will also ensure that there is on-going dialogue

with host government and other development partners as required to achieve program results

C SO2 Expanded Team

The SO2 Expanded Strategic Objective Team provides a board of directors to the SO2 MT. The SO2 ET is comprised of 65 representatives of USAID's development partners, customers and stakeholders and will meet semi-annually. They include

SO2 MT Members

Ministry of Education

Ministry of Finance

Other Donors

District Ed. Officers/Headteachers

Contractors/Grantees

University of Cape Coast

Ghana National Association of Teachers

National PTA Association

The Expanded Team assists in managing the overall strategic objective. The SO2 ET will 1) analyze and score overall performance against expected results and the strategic objective, 2) identify and evaluate the assumptions and hypotheses inherent in the program's activities and in the results framework, and 3) use monitoring and evaluation information, customer surveys, analysis of performance, individual expertise, and other relevant information, to recommend adjustments in ongoing activities and/or in the results framework to USAID, with MOE and other partners.

D Results Package (RP) Teams

Two Results Package teams (RP1 and RP2) are responsible for designing and implementing the activities required to achieve the objectives for SO2. Each RP Team is a multi-disciplinary body composed of USAID staff and implementation partners. The RP Team consists of the USDH RP Team Leader and full/part time USAID USDH, PSC and FSN staff. The RP Teams responsibilities are described in each Results package (See RP1 and RP 2 sections). The major functions of each RP Team are to manage program resources, complete the USAID/Ghana and AID/W reporting requirements, and ensure accountability for achieving the program results. Additionally, the RP Teams will supervise, on a day to day basis, the implementation agents responsible for SO2 activities and to ensure that the

programs flexible, responsive, iterative implementation style works as planned

II Development Partners

A. Government of Ghana

1 Ministry of Education - The Ministry of Education through the fCUBE Secretariat is responsible for coordinating program activities at the national level. The MOE will assure that adequate staff are dedicated to prepare annual work plans and budgets, and implement and integrate program activities into the mainstream of MOE operations. The principals with technical and managerial responsibilities at the national level include the fCUBE Coordinator, fCUBE technical consultants, Director General, GES, Director Basic Education, Director CRDD, Director Teacher Education, and the four core MOE functional divisions: Planning, Budgeting, Monitoring and Evaluation (PBME), Manpower Development, Training and Personnel Policy and Management, Statistics, Information Management, Public Relations and Research, and General Administration and Finance.

As part of the implementation of the program, USAID will participate in fora to review program performance of the basic education sector. For example, USAID will participate in the fCUBE implementation oversight committee (IOC), and the semi-annual GOG/Donor consultative panel.

2 Ministry of Finance - The Ministry of Finance (MOF) is responsible for reviewing ensuring that adequate funds are allocated to education through the GOG budgetary process, and in review of the policy dialogue agenda, conditionality, and monitoring of program results. The MOF will participate in the semi-annual MOE and donor consultative group meetings that will review government and donor sector funding and establish budget targets required for achieving program results.

3 District Assemblies - At the district level, the Ministry of Education District Education Offices, District Assemblies, and District Education Oversight Committees are responsible for coordinating and integrating program activities into District operations. The District Directors of Education and District Chief Executives will ensure that adequate staff are dedicated to prepare annual work plans and budgets, participate in training programs, provide site monitoring, and facilitate interactions between the district, NGOs/PVOs and community-based organizations (PTAs & SMCs).

B School and Community

At the school level teachers, headteachers, circuit supervisors, PTAs and SMCs have overall responsibility for participating in the consultative process for agreeing to school standards and for incorporating those standards into mainstream school operations. Teachers, Headteachers and Circuit Supervisors will participate in training programs and implement new instructional, management and assessment programs.

As model schools are identified, methods for working with local community organizations will be established. The exact structure of program involvement at each site will be a result of a participatory, consultative process at both the district and community levels. The exact nature of the assistance package will depend upon the nature of activities to be implemented and the strengths and weaknesses of the local organizations in each selected site. It is anticipated that school management committees and parent teachers associations will be the leading organizations in these communities.

C Other Donors

In addition to USAID, several bi-lateral and multi-lateral development agencies have pledged their support for sector improvement activities in basic education. Over the next five years more than \$150 million in loans and grants will be made available for sector improvements. To maximize the efficient use of resources USAID will, to the extent possible, work in partnership with other bilateral and multi lateral development organizations that support sectoral improvement goals. USAID will continue to participate in fora to promote donor dialogue, coordination and information exchange. The principal development agencies for Basic Education include World Bank, Overseas Development Agency, GTZ/KFW, EU, UNICEF, JICA and Danida.

D. Implementing Entities

SO2 activities will be supported through a competitively selected contractors, through field support from projects in the USAID/Washington Center for Human Capacity Development --Improved Educational Quality Project (IEQ) and the Advancement of Basic Education and Literacy (ABE1) Project-- as well as through grants to U S or Ghanaian NGOs.

These contractor and grantee implementing entities will be selected based on technical ability and experience related to RP objectives.

and SO2 program outcomes. The implementing entities, while working primarily for an individual RP Team, will provide resources for both RP Teams. Sharing of talent and knowledge across RP interests that are already closely linked, will be a key feature which will facilitate information-sharing and collaboration among Ghanaian partners.

Implementing entities are responsible for detailed implementation planning, organizing activities through work plans, performance monitoring, and results dissemination (see attachments 4 and 5). Tasks include providing technical assistance to cooperating ministries, identifying expertise and providing long- and short-term experts, implementing assistance interventions at field sites which will lead to the achievement of program outcomes, and supervising logistics supporting SO2 activities. Additional responsibilities include budget management, analysis of information developed from activity implementation, reporting to USAID, and preparation of analyses to support particular activities such as social soundness, economic, financial, and environmental assessments. The implementing entities will be proactive in developing new activities that come about as a result of regular interaction with USAID's customers and responsive to requests for activity development from the RP teams.

To meet the Mission's requirements for sustainable development, implementing entities will form partnerships with Ghanaian entities to the greatest extent possible. Specific modalities will be developed in each of the annual implementation work plans.

III SO2 Planning and Results Monitoring

A Planning and Budgeting

On the basis of an annual review of interventions undertaken during the previous year, customer service delivery, and progress toward meeting planned program outcomes, each implementing agent will develop an annual work plan and budget. Each implementing agent will prioritize activities to be funded in the following year and recommend the appropriate mechanisms to support them. Activity selection and prioritization will be based on customer consultation, the progress of field activities, the results of interaction with issues task forces, discussions with the RP Teams and relationship to SO2 program outcomes.

Annual work plans and budgets will be prepared in consultation with other implementing agencies representing the SO2 ET in order to provide information sharing and to promote synergy among both results packages.

Final work plans and budgets will be reviewed by the RP Core Teams, the SO2 MT and then approved by the GOG preferably during, and as part of its normal budgetary and planning cycle. The annual assessment of progress toward results and the annual work plans and budgets will provide the basis for the allocation of financial resources to each component and revision of indicators, as necessary.

B Results Reviews

A simple, efficient management information and monitoring system to track results achieved by all of the RP activities and their impact on SO2 outcomes will be put into place by the SO2 MT (See Expected Results, Monitoring and Evaluation Section). This performance monitoring system will provide a key tool for monitoring the progress of achieving results and for disseminating relevant lessons among SO2 development partners.

The RP Core Teams and their implementing agents will meet monthly (more often if necessary) for regular reviews. Each team member will come to the meeting prepared to offer information that will help the team: (1) anticipate problems before they become serious, (2) improve the quality of customer products and services, and (3) adjust activities as necessary.

Quarterly, the RP teams will meet to review results in relationship to SO2 outcomes. Adjustments in RP products and services will be made which maximize contribution to SO2 outcomes and better meet customer demands and expectations.

At least quarterly, the RP Core Teams will report results to the SO2 Management Team in a form that makes understanding the relationships between activities supported and SO2 outcomes clear. The SO2 Management Team in turn will report progress on RP activities to mission management.

An annual Results Package review and assessment will involve the MOE and MOF counterpart staff, the technical staff of the implementing agencies, and the USAID RP Core Team. These annual reviews will commence with a series of site assessments, conducted by the implementing agent or an independent team established by the RP Team. A gender specialist will be included to ensure that gender issues are an integral part of the monitoring and evaluation work. For each model school site, the assessment team will include local counterparts who will be expected to be involved with participatory monitoring within each community.

The annual model school assessments will document steps taken in the design and implementation of school improvement plans, assess the milestones that have been met, document plan adjustments that have been made, assess the amount and quality of community participation in governance and assess the quality of primary education in that school. The purpose of this assessment will be to determine what appears to be working, what impediments remain and what lessons are emerging.

For the overall SO2 program, annual reviews of indicator measurements against baseline and planned projections will be undertaken to determine the effectiveness of various assistance interventions employed in making progress toward achieving the program outcomes. At this time each RP team will review the assumptions and risks under which the annual program was planned. Based upon this analysis, interventions will be revised for each RP, as necessary, to enable each RP to meet planned results. The annual review will conclude with an analysis of the progress made by all of the RPs during the year toward meeting program outcomes and overall progress made toward meeting Strategic Objective 2. The results of the annual review will be reported in the R4 document for USAID/Washington.

C Evaluations

In addition to the activities undertaken as part of annual assessment and results reviews, individual assessment of competencies acquired through training will be evaluated. Other external evaluations will only be required if there are questions regarding the relationships and linkages between indicators and their related program outcomes.

Assistance interventions will concentrate heavily on training. All training programs will be based on job specific needs assessment which requires that participants and instructors agree upon the skills to be acquired. Skill acquisition will be evaluated at the conclusion of each training course, workshop or other training event, with appropriate follow-up by the implementing agent or NGO providing the training.

Annual results reviews have now taken the place of external impact evaluations. Special evaluative activities will be used only as necessary to assess unexpected progress, either positive or negative, toward planned results, to re-examine or test the validity of hypotheses and assumptions within the strategic framework, to determine whether the needs of intended customers are being met, to determine whether conditions for sustainability exist, and so on. Funds for these types of evaluations have been included in the SO2 Program Support Budget.

D Dissemination of Results

A major function of the Improving School Quality Information and Analysis Activity (2.4) will be collecting and analyzing performance data and disseminating information on the results. This is primarily be the responsibility of the Monitoring and Evaluation contractor, but it will also be an important element of for the Improved Educational Quality (IEQ) participation. These implementing agents will develop conferences, workshops and seminars to disseminate and discuss useful techniques or policy information drawing upon lessons learned from field activities. They will encourage coordination and collaboration and the establishment of information networks among interested Ghanaian partner organizations as well as the international donor community in primary and basic education.

IV Implementation Arrangements

USAID will arrange for the participation of a number of implementing agents to support the attainment of program outcomes and the strategic objective (see attachment 1). These implementation arrangements will include

A Contracts

1 Selection of a qualified contractor (or consortium of firms), on a competitive basis, to 1) develop and manage a model school system which will initially start in 24 schools in 6 districts and expand over a six year period to 330 schools in 110 districts, 2) develop and implement a sustainable in-service training program for teachers, headmasters, and district circuit supervisors working in the 330 model schools, 3) assist the MOE to review, revise, and implement personnel management systems to improve recruiting posting transferring and promoting educational personnel, 4) assist the MOE to review and revise the primary education curriculum to develop and test instructional materials and pupil assessment instruments, 5) assist the GOG design and implement management systems for planning, budgeting and resource allocation which will result in a decentralized primary education systems. This contract will include a sub-contract with a local architectural and engineering firm to oversee construction activities.

2 Selection of a qualified 8(a) contractor to 1) design and manage a performance monitoring system primarily for design and implementation of model schools that incorporate decentralized management systems and community participation 2) create and maintain an information-sharing network with SO 2 partners, and, 3)

provide technical assistance and training services for technical counterpart ministries and other Ghanaian partners,

3 In FY 1997 an Operating Year Budget (OYB) transfer to the Improving Educational Quality (IEQ) Project will provide funding to continue essential CRIQPEG activities that will support SO2 activities This includes final testing and revisions on a pupil continuous assessment instrument

4 During the initial months of program implementation, an OYB transfer to Center for Human Resource Development into the Advancing Basic Education and Literacy Project (ABEL) will be used to support bridging activities including the assistance from A&E specialists to propose appropriate local strategies for the maintenance of model schools

5 Direct contracts with qualified Ghanaian or U S firms to provide audit or evaluation services, and,

B Grants

1 Grants with 2-3 U S PVO's which will be competitively awarded to provide technical assistance, training and establish a sub-grants program in support of expanded community participation in model schools (1 3) These sub-grants will support the public awareness, training, demonstration and advocacy activities of local NGOs at model school sites in support of all RPs, provide institutional strengthening to local NGOs, and assist the development of the monitoring program and information sharing networks under SO2,

2 Possible direct USAID grants to the University of Cape Coast, University College of Education at Winneba, and/or qualified NGOs to undertake institutional strengthening of district level organizations which support the model school program which for illustrative purposes may include District Assemblies, District Education Oversight Committee, School Management Committees and other local NGOs

C Personal Service Contract

A U S Personal Service Contract to assist in the monitoring and management of specific results packages

D Commodities

Various commodities will be procured in support of project activities (See attachments 2 and 3)

ATTACHMENT 1

Illustrative Procurement Schedule

	Institutional <u>Contract</u>	PVO/NGO <u>Grants</u>	M & E <u>Contract</u>
Receipt of PIO/T	11/1/96	11/01/96	01/01/97
Solicitation Issued	12/15/96	11/15/96	01/07/97
Proposals Received	1/15/97	01/01/97	02/21/97
Evaluation Conducted	2/1/97	01/15/97	02/28/97
Discussion	2/15/97		03/07/97
Request Final Proposal	3/1/97	01/21/97	03/07/97
Final Proposal Received	4/1/97	02/12/97	03/21/97
Evaluation	4/15/97		03/25/97
Award	5/1/97	02/15/07	04/01/97

ATTACHMENT 2

COMMODITIES - RP1

	UNIT PRICE	COST
1 1 National Model School Program		
* Vehicles (4-wheel drive) [30]	25,000	750,000
* Office Equipment (computer equipment and copier) [162]	10,000	1 620,000
* Materials (school package) [330]	12,500	4 125,000
1 1 Sub-Total		\$6,495,000
1 2 Promote Effective Teaching		
* Training Materials [184]	1,000	184,000
1 2 Sub-Total		\$184 000
1 3 Promote Community Involvement		
* Materials [6]	2,500	15,000
* Computer Equipment [6]	5,000	30,000
* Motorbikes [6]	5 000	30,000
1 3 Sub-Total		\$75 000
TOTAL		\$6,754,000

ATTACHMENT 3

COMMODITIES - RP2

	UNIT PRICE	COST
2 1 Improved Education Personnel Management System		
* Vehicles (4-wheel drive) [2]	25,000	50 000
*Office Equipment [3]	5 000	15 000
2 1 Sub Total		\$65 000
2 2 Curricula/Materials/ Assessment		
* Vehicles (4-wheel drive) [3]	25 000	75 000
* Desk Top Publishing [2]	10 000	20 000
2 2 Sub-Total		\$95 000
2 3 Increase Capacity and Authority to Districts and Schools		
* Vehicles (4-wheel drive) [0]		
* Computer Equipment [0]		
2 3 Sub-Total		\$0
2 4 Improved School Quality Information and Analysis		
* Vehicles (4-wheel drive) [3]	25 000	75 000
* Computer Equipment [3]	5 000	15 000
2 4 Sub-Total		\$90 000
TOTAL		\$250,000

TRAINING

I. Human Resource Development Under SO 2

The impetus for quality schooling that comes from new processes and resources provided under USAID's strategic objective will not be sustained, nor go to national scale, without a strengthened indigenous human resource base in primary education. A cadre of Ghanaian professionals who can articulate and carry forward the best attitudes, skills and knowledge demonstrated under the program must be one of the primary products of the strategic objective.

The bulk of the training will be conducted in Ghana through in-service programs at the district and school levels, or through short - term training in the U S. It is anticipated that only moderate levels of long term training will be carried out and only for targeted capacity building purposes. Everyone receiving training will be expected to share knowledge and skills gained back on the job, and possibly serve as a co-trainer in local training programs.

The SO Management Team will collaborate with stakeholders, partners and clients to assure that all training is based on formal training agreements and plans, that it complies with U S regulations and policies and that it contributes to the strategic objective in the most effective and efficient manner possible.

II. Priority Training Areas

The intention of this SO is to find what improves quality learning in the classroom and encourage conditions for national replication. Training must be prioritized to work with those people and institutions in Ghana that will make it happen.

A Institutions

- institutions that prepare educational professionals (such as the University of Cape Coast for school managers and University College of Education at Winneba for teachers),
- institutions that research education issues related to quality improvements (such as ERNWACA, UCC and UCEW),

- institutions that advocate quality improvements to primary education

through improved policies, norms and standards (such as the Ghana National Association of Teachers),

- personnel actively responsible for the delivery of primary education (such as teachers, headmasters, circuit supervisors, district and national education personnel)

B Profile of Trainees

1 In-Country Training participants will be comprised primarily of full-time Ghanaian professionals who work directly in, or support, the 330 Model Schools. This will include classroom teachers, headmasters, circuit supervisors and managers in each district office of education. District office staff targeted for training includes district training officers, financing and budgeting officers and planning and evaluation officers.

On a space available basis, effort will be made to include professionals not directly involved in the program but, who can enhance the national spread of school quality standards to additional schools. In addition, a limited number of members with management responsibilities will be selected from the SMCs, PTAs and DEOCs for training in basic management, accounting and advocacy skills.

2 Participants for U.S. and third-country training will be selected by joint USAID and MOE panels. At a minimum, the people selected must either work directly in one of the SO2 Sub-Activity areas, or demonstrate exceptional growth potential to assume a leadership role in one of those areas following training.

Trainees must commit to working a minimum of two years in a full time capacity back in Ghana in support of quality improvements to the primary education system. Those likely to use skills obtained over a long career will receive preference over candidates who clearly will leave the field of education within 2-3 years.

III In-Country Training

A central part of the in-country strategy is to strengthen local educational training capacity. This will be done by training, and using, Ghanaian trainers from the MOE and GES and by providing grants to local training institutions (such as the Ghana Institute of Management and Public Administration).

A School and Circuit Staff

A substantial amount of in-service training will be conducted within RP#1. Central to this process will be a series of train the trainer workshops. These will draw heavily on district training officers as a core group. Circuit supervisors, classroom teachers and central MOE training department personnel will also be candidates for training as trainers. Once trained as trainers, they will be matched in their area of expertise with co-trainers from NGOs and U S implementing entities to conduct a series of local workshops designed to improve school and district management, strengthen community participation, and improve teaching and learning in the classroom.

Workshops are not intended to be a panacea for changing teaching or management practices. Rather, they should be a forum for bringing key players together to identify the issues, learn the basics of new skills and agree to strategies for reinforcing them on the job. Direct application of new knowledge, attitudes and skills in the classroom, the school and the community should be the objective.

Because training is best when immediately relevant and applicable to a particular situation, serious consideration will be given to ways of conducting and reinforcing training on the job. In the case of improved teaching practices, for example, circuit supervisors and head teachers will be key players in supporting and monitoring change in the classroom.

Approximately 120 Training of Trainer workshops will provide District training teams with the skills to conduct circuit and school based training. It is anticipated that between 3,200 and 3,400 district and school education personnel working directly in the model schools will benefit from this training over the life of the program.

B National and District

Local in-service training under RP#2 will cover workshops on financial management, budgeting, resource management, information collection and analysis, computer training, teacher reforms and professional standards at the central and district levels. USAID technical assistance will provide trainers to conduct between 25 - 40 workshops and train between 600 - 800 personnel over the period of this strategic objective.

All workshop materials and methodologies - when properly tested - will be openly shared with the MOE, other donors and partners in order to encourage greater training coverage throughout the country

IV External Training

Training in the U S will fall mostly under RP#2 It will be open to MOE/GES primary education personnel at the national and district levels, educational research organizations, universities and staff involved in primary education reform with national organizations such as the Ghana National Association of Teachers (GNAT) and the Ghana National Association of Private Voluntary Agencies (GAPVOD) Short and long term training would be supported in the areas of educational policy/planning, financial management, curriculum and instructional materials development, research, information management, personnel management systems, learning technologies and pupil assessment

It is anticipated that roughly 40 people will receive short term training (one to six months) in the U S or a third country and roughly 16 people will be sent on training for graduate degrees in the technical areas mentioned above over the life of this strategic objective

V Monitoring Human of Resource Development

The monitoring and tracking of human resource development under the SO is the responsibility of the mission EHRDO and the mission training officer The mission training officer will track the contributions of this training to Agency HBCU placement goals and WID enrollment targets Training results will be evaluated and reported on under the 8-A monitoring and evaluation contract

The Agency's Participant Training Management System (PTMS) will be used to track, monitor and assist in the evaluation of trainee performance as well as provide unit cost data for all participant training A similar system for all in-service training conducted under the SO will be managed by the training implementing entity

A strategy for follow-on activities will be in place prior to the departure of U S or third country participants and will be addressed in pre-departure orientation

VI. Training Table

The table below provides the anticipated level of training by each RP under the strategic objective. The numbers in brackets refer to each RP and the activity under that RP.

TRAINING (RP1 AND RP2)

Type	1997	1998	1999	2000	2001	2002
* Long Term		2 (2 1) 4 (2 2)	2 (2 1) 2 (2 2)	2 (2 3)		
Short Term		5 (2 1) 5 (2 2) 5 (2 3) 2 (2 4)	3 (2 1) 3 (2 2) 5 (2 3) 2 (2 4)	5 (2 3)	5 (2 3)	
No of Local Workshops/ Seminars	8 (1 1) 12 (1 2) 6 (1 3) 2 (2 2) 10 (2 4)	8 (1 1) 26 (1 2) 11 (1 3) 30 (2 3) 10 (2 4)	11 (1 1) 32 (1 2) 17 (1 3) 2 (2 2) 30 (2 3) 20 (2 4)	22 (1 1) 62 (1 2) 39 (1 3) 30 (2 3) 10 (2 4)	34 (1 1) 68 (1 2) 78 (1 3) 20 (2 3)	36 (1 1) 172 (1 2) 110 (1 3) 40 (2 4)

Results Package 1

- 1 1 National Model School
- 1 2 Promote Effective Teaching
- 1 3 Promote Community Involvement in School Improvement

Results Package 2

- 2 1 Improve Education Personal Management System
- 2 2 Curricula/ Materials/ Assessment
- 2 3 Increase Capacity & Authority to the Districts and Schools
- 2 4 Improve School Quality Information and Analysis

* MA Program (number of people)

MONITORING AND EVALUATING RESULTS

A Introduction

The monitoring and evaluation plan is designed to measure the results achieved by activities undertaken in both Results Package #1 and #2. The plan calls for using people- and community-level measures wherever possible, employing data disaggregation, working with the MOE to ensure the accuracy and timeliness of its data collection and making data available to local and national education authorities for use in decision-making and to communities so they can assess the progress being made by the their schools.

The next two sections contain a description of the expected outcomes for the strategic objective and the intermediate results.

B Strategic Objective - Expected Results and Indicators

The strategic objective of the program is "increased effectiveness of the primary education system." Four indicators will measure whether the program has attained this goal. These are presented below along with the projected targets.

- 1) The percentage of students passing criterion referenced tests in English and mathematics. The tests are administered annually to a national sample of grade six (P6) students in the final year of primary school. The results are used to judge how well students have mastered curriculum at the P6 level. This indicator will be used to gauge the quality of student learning, which is the ultimate concern of the program.

It is anticipated that students in those schools which have participated in a Model Schools Program for at least three years will raise their criterion referenced test (CRT) scores nearly tenfold. The percentage of students in model schools passing the CRT for English is expected to rise from 3.6% (national average) in 1995 to 30% in 2002, and for mathematics from 1.8% to 15% over the same period.

- 2) Enrollment rates in Model Schools as compared to the current national average. Enrollment rates in Model Schools are expected to increase to 85% by 2002 from a national average of 60% in 1995.

- 3) Retention rates in Model Schools as compared to the current national average Retention rates in Model Schools are expected to increase to 80% by 2002 from a national average of 50% in 1995
- 4) Model Schools program adopted nationwide By 2002 a Model Schools program will have been initiated in all 110 districts

Further details on these indicators are contained in the attached Strategic Objective Results Framework (Section E) and Performance Monitoring Plan (Section F)

C Intermediate Results - Expected Results and Indicators

The intermediate results which will contribute to achieving the strategic objective are presented below along with their targets and indicators

QUALITY EDUCATION THROUGH MODEL SCHOOLS

1) Improved Environment for Learning

- At least 90% of Model Schools will accomplish annual objectives for improving the learning environment

2) More Effective Teaching

- Within two years of establishing a Model Schools program, pupil performance in model schools on standardized annual assessments will be at least 50% greater than that in control schools

3) Greater Community Involvement

- At least 80% of model school community groups will meet their commitments for annual school improvement plans

IMPROVED POLICIES FOR QUALITY EDUCATION IMPLEMENTED

4) Primary Education Curriculum Revised and Instructional Materials Developed and Tested along with Assessment Standards and Procedures

- Within 3 years of start-up of program activities, curriculum changes for grades 1-3 will have been developed and piloted in model schools and accepted by the MOE for introduction throughout the primary education system. This includes development and testing of standardized pupil assessment instruments linked to the curriculum.
- Within 5 years curriculum changes for grades 4-6 will have been developed and piloted in model schools and accepted by the MOE for introduction throughout the primary education system. This includes development and testing of standardized pupil assessment instruments linked to the curriculum.
- Within 2 years the policy directive which allots additional instructional time for language will be adequately implemented by at least 80% of schools in districts implementing a Model Schools program.

5) Education Personnel Management System Improved

- Those districts which initiate Model School programs will have already developed and fully implemented personnel redeployment plans. Redeployment entails insuring that all district primary schools have a full complement of qualified staff, that primary school teachers occupying management positions are re-posted to teaching positions and that overstaffing of teachers in junior and senior secondary schools is eliminated.
- Teacher attendance in districts managing a Model Schools program will rise to at least 80% within two years of initiating the program.

6) Capacity and Authority of Districts and Schools Increased

- At least 75% of District Education Oversight Committees in districts managing Model School programs will accomplish objectives of annual SQS plans
- Within 3 years of starting up a Model School program, districts will increase primary education expenditures on non-salary items by at least 25%

7) School Quality Information and Analysis Improved

- Within 3 years of starting up a Model Schools program, districts will be able to formulate annual plans on the basis of complete, accurate school-based data from the previous academic year
- By 2001 at least 75% of primary education professionals -- including teachers, headteachers, circuit supervisors, district education officers and others -- will be familiar with results of effective practices generated from model schools programs

D. Monitoring and Evaluation

(1) Monitoring and Evaluation Schedule

Under the reengineered guidelines for activity achievement, monitoring and evaluation are integral parts of program implementation. Evaluations are supposed to be undertaken as needed, not according to a pre-arranged schedule. In accordance with the new precepts, the evaluation schedule will be flexible. An interim evaluation has been scheduled but will not take place if it is considered unnecessary. A final evaluation will be carried out to assess program success and determine lessons learned. The principal monitoring and evaluation instruments are discussed below.

Semi-Annual Portfolio Reviews USAID conducts semi-annual in-house reviews to examine the progress being made in implementing development activities and in achieving targets. The results of

these reviews will feed into the annual Results Report submitted to AID/W

Annual Meetings of the MOE Consultative Group USAID will participate in discussions with the MOE and other donors on progress, planning and resource requirements for the FCUBE program

Annual meetings of USAID and MOE representatives USAID and MOE will meet at least annually to review progress, set new annual targets and agree on mutually acceptable work plans

Interim External Evaluation USAID may consider it desirable to conduct an interim evaluation of the program in the event that progress in meeting implementation and/or impact targets is significantly less than expected. In that event, USAID will solicit input and comments from the MOE, the Ministry of Finance (MOF) and Ghana Education Service (GES)

Final Evaluation USAID will undertake a final evaluation toward the close of activities for achieving this objective. This evaluation will include a discussion of the resources expended, accomplishments achieved and lessons learned in the course of achieving the strategic objective. USAID will solicit input and comments from the MOE, MOF and GES

(1) Roles and Responsibilities

The strategic objective management team is responsible for evaluating impact of all activities under results packages #1 and #2. This includes compiling complete and accurate data, disaggregating and analyzing results as indicated in the performance management plan, initiating contracting actions where needed, and fulfilling AID/W annual reporting requirements. The team is also responsible for coordinating with the MOE and other donors to ensure their participation and feedback in the evaluation process. The strategic objective team will take part in all activities listed in the monitoring and evaluation schedule below and is responsible for organizing annual meetings of USAID and MOE representatives to review progress, set new annual targets and agree on mutually acceptable work plans. The SO team is also responsible for ensuring implementation of the customer service plan. This includes conducting customer assessments for the strategic objective as envisioned and ensuring that results are reviewed and included in all reporting.

To accomplish tasks related to monitoring and evaluation of activities and results under the strategic objective, the SO team will rely on the services of an 8(a) contractor whose primary task will be to manage the performance monitoring plan for the strategic objective. The contractor's responsibilities include accomplishing improvements in school quality information and analysis as described in Results Package #2, section II D Proposed Approach. The tasks include the following: 1) integrate SQS information into the MOE information management system, 2) train MOE personnel in information analysis and utilization, 3) organize fora to promote sharing of information among community leaders, staff of model schools and district/central planners and, conduct on-going monitoring and evaluation for the model school interventions.

The results package teams are responsible for developing annual implementation plans in consultation with the MOE and for monitoring progress in implementation. RP teams will also consult with other donors with regard to coordination of implementation activities wherever this makes sense. RP teams will review progress in achieving results as part of the Semi-annual portfolio review process.

E Strategic Objective Results Framework

NARRATIVE SUMMARY	INDICATOR	BASELINE	TARGET	TIME FRAME	RESPONSIBILITY
Strategic Objective #2 Increased effectiveness of the primary education system Intermediate result	Students in Model Schools passing criterion referenced tests in English and Math	3 6% English (1995) ¹ 3 4% Boys 3 9% Girls 1 8% Math (1995) ¹ 2 1% Boys 1 4% Girls	30% English 15% Math	5 6 years	USAID MOE
	Gross enrollment rates in model school communities compared to current national average	60% (1995 national level) Disaggregated by gender/location region urban rural	85%	5 6 years	USAID MOE
	Retention rates in Model Schools compared to current national average	50% (1995 national level) Disaggregated by gender/location region urban rural	80%	5 6 years	USAID MOE
	Number of districts which adopt model schools program	0	110	5 6 years	USAID MOE
<i>QUALITY EDUCATION THROUGH MODEL SCHOOLS</i>					
Intermediate result #2 1 Improved environment for learning	Percentage of Model Schools meeting annual SQS objectives for improving the learning environment	0	90%	1 5 6 years	USAID MOE
Intermediate result #2 2 More effective teaching	Pupil performance in Model Schools on standardized annual assessments compared to that in control schools	0	Model school pupils score at least 50% higher than pupils in control schools	3 6 years	USAID MOE
Intermediate result #2 3 Greater community involvement	Percentage of Model School community groups which meet commitments for annual SQS improvement plans	0	At least 80%	2 6 years	USAID MOE

NARRATIVE SUMMARY	INDICATOR	BASELINE	TARGET	TIME FRAME	RESPONSIBILITY
IMPROVED POLICIES FOR QUALITY EDUCATION IMPLEMENTED					
Intermediate result #2 4 Primary education curriculum revised and instructional materials developed and tested along with assessment standards and procedures	Curriculum changes for grades 1 3 developed and piloted in model schools along with assessment instruments and accepted by the MOE for introduction throughout the primary education system	0	Done	2 3 years	USAID MOE
	Curriculum changes for grades 4 6 developed and piloted in model schools along with assessment instruments and accepted by the MOE for introduction throughout the primary education system	0	Done	3 5 years	USAID MOE
	Percentage of schools in districts implementing a Model Schools program which are implementing the policy directive which allots additional instructional time for language	0	At least 80%	2 3 years	USAID MOE
Intermediate result #2 5 Education personnel management system improved	Districts which have developed and fully implemented personnel redeployment plans	0	110	3 4 years	USAID MOE
	Teacher attendance in districts managing a Model Schools program	50 65% (estimated)	At least 80%	3 6 years	USAID MOE
Intermediate result #2 6 Capacity and authority of districts and schools increased	Percentage of District Education Oversight Committees (in districts managing Model School programs) which accomplish objectives of annual SQS plans	0	At least 75%	3 6 years	USAID MOE
	Percentage increase in expenditures on non salary items by districts within 3 years of starting up a Model School program	0	At least 25%	3 6 years	USAID MOE
Intermediate result #2 7 School quality information and analysis improved	The percentage of districts which within 3 years of starting up a Model Schools program are able to formulate annual plans on the basis of data from the previous academic year	0	100%	3 6 years	USAID MOE EU ²
	The percentage of primary education professionals familiar with results of effective practices from model schools programs	0	At least 75%	3 6 years	USAID MOE
Comments ¹ Baseline taken from national test results Further analysis is required to determine baselines and targets at beneficiary schools ² This effort builds upon efforts about to get underway with EU funding to reform the education management information system (EMIS) USAID proposes to base its efforts on systems reporting and training tools developed under the EMIS reform program					

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F Performance Monitoring Plan

PERFORMANCE INDICATOR	UNIT OF MEASUREMENT DEFINITION OF INDICATOR	DATA SOURCE	DATA COLLECTION METHOD/APPROACH/REPORTING
Strategic Objective #2 Increased effectiveness of the primary education system			
Indicator(s)			
Students passing criterion referenced tests in English and Math	Unit % Definition % of students in Model Schools receiving a passing score in English and Math for the criterion referenced tests (CRTs) These are administered to students in the last year of primary school level P6 and measure the extent to which students have mastered curriculum to that level Passing scores are 60% for English and 55% for Math	MOE	Test will be administered as well to a representative sample of students in Model schools Results will be disaggregated by gender district and region and compared to national average FREQUENCY OF DATA COLLECTION Annual
Gross enrollment rates in Model School communities	Unit % Definition The percentage of children of school age enrolled in primary school	District Education Offices (DEOs) /Schools	The schools will be responsible for compiling and reporting information to DEOs The PEN team will work with schools on collecting this information The USAID implementing entity is responsible for ensuring accurate data reporting The data will be disaggregated by gender location and also compared to national figures ³ FREQUENCY OF DATA COLLECTION Annual
Retention rates in Model Schools	Unit # Definition The percentage of school age children who begin primary school and stay on through completion of sixth grade	DEOs/Schools	The schools will be responsible for compiling and reporting information to DEOs The PEN team will work with schools on collecting this information The USAID implementing entity is responsible for ensuring accurate data reporting The data will be disaggregated by gender location and also compared to national figures FREQUENCY OF DATA COLLECTION Annual
Number of districts which adopt model schools program	Unit # Definition Districts which initiate model schools programs	MOE DEOs	The MOE will compile information on districts which initiate programs based on reporting from District Education offices USAID implementing agent will work with MOE on compiling data and ensuring accuracy of reported data FREQUENCY OF DATA COLLECTION Annual

³ Disaggregation by location entails indicating the name of the region and whether the school is located in an urban or rural area

PERFORMANCE INDICATOR	UNIT OF MEASUREMENT DEFINITION OF INDICATOR	DATA SOURCE	DATA COLLECTION METHOD/APPROACH/REPORTING
QUALITY EDUCATION THROUGH MODEL SCHOOLS			
Intermediate result #2 1 Improved environment for learning			
Indicator(s)			
Percentage of Model Schools meeting annual SQS objectives for improving the learning environment	Unit % Definition This entails improvements in physical facilities and provision of necessary supplies and equipment Examples adequate classrooms equipped with furniture and blackboard sufficient storage area access to potable water latrines adequate supplies for teachers and pupils	MOE DEOs schools	The schools will be responsible for compiling and reporting information to DEOs Information will be verified by circuit monitors The PEN team will work with schools on collecting this information The USAID implementing entity is responsible for ensuring accurate reporting of data The data will be disaggregated by location and also compared to national figures FREQUENCY OF DATA COLLECTION Annual
Intermediate result #2 2 More effective teaching			
Indicator(s)			
Pupil performance in Model Schools on standardized annual assessments compared to that of pupils in control schools	Unit % Definition The performance on the standardized annual assessment forms the basis for determining whether the pupil has passed to the next primary grade	MOE DEOs schools	Districts and MOE are responsible for training teachers in both model schools and control schools to administer the assessment The district will compile analyze and compare results for model schools and control schools USAID implementing agencies will work with MOE and districts on training teachers to administer the assessment and with districts on information gathering and analysis USAID implementing agencies are responsible for ensuring accurate data reporting The data will be disaggregated by location FREQUENCY OF DATA COLLECTION Annual
Intermediate result #2 3 Greater community involvement			
Indicator(s)			
Percentage of Model School parent and community groups which meet commitments for annual school quality improvement plans	Unit % Definition Commitments to annual plans may include factors such as targets for enrollment levels attendance at PTA or school committee meetings financial or in kind commitments to school facilities improvements	Community groups USAID implementing entity	USAID implementing entity will work with community groups on formulating plans and tracking achievement of annual targets Data will be disaggregated by location FREQUENCY OF DATA COLLECTION Annual

PERFORMANCE INDICATOR	UNIT OF MEASUREMENT DEFINITION OF INDICATOR	DATA SOURCE	DATA COLLECTION METHOD/APPROACH/REPORTING
IMPROVED POLICIES FOR QUALITY EDUCATION IMPLEMENTED			
Intermediate result #2 4 Primary education curriculum revised and instructional materials developed and tested along with assessment standards and procedures			
Indicator(s)			
Curriculum changes for grades 1 3 developed tested and accepted by MOE	Unit Y(es) or N(o) Definition Curriculum change entails deciding on number of subjects developing accompanying learning materials setting learning objectives for each grade developing appropriate assessment instruments	MOE	MOE (Curriculum Research and Development Division) will compile information on progress USAID implementing agent will work with MOE on compiling data and ensuring accuracy of reported data FREQUENCY OF DATA COLLECTION Annual
Curriculum changes for grades 4 6 developed tested and accepted by MOE	Unit Y(es) or N(o) Definition Curriculum change entails deciding on number of subjects developing accompanying learning materials setting learning objectives for each grade developing appropriate assessment instruments	MOE	MOE (Curriculum Research and Development Division) will compile information on progress USAID implementing agent will work with MOE on compiling data and ensuring accuracy of reported data FREQUENCY OF DATA COLLECTION Annual
Percentage of schools in districts with a Model Schools program which implement revised policy on instructional time allotted for language	Unit % Definition Implementing revised policy on instructional time allotted for language entails both allocating the required amount of time and assigning a teacher with requisite language skills	MOE DEOs	MOE will formulate policy and work with districts on implementation Schools will report on teaching time allotted to language instruction Information will be verified during supervisory visits USAID implementing agent will work with schools and DEOs on compiling data and ensuring accuracy of reported data FREQUENCY OF DATA COLLECTION Annual
Intermediate result #2 5 Education personnel management system improved			
Indicator(s)			
Districts which have developed and fully implemented personnel redeployment plans	Unit # Definition Implementation of redeployment plan entails ensuring that all district primary schools have a full complement of qualified staff that primary school teachers occupying redundant management positions are re posted to teaching positions	MOE DEOs schools	Information will be compiled on the basis of data available from schools and DEOs USAID implementing agent will work with MOE on compiling data and ensuring accuracy of reported data FREQUENCY OF DATA COLLECTION Annual

PERFORMANCE INDICATOR	UNIT OF MEASUREMENT DEFINITION OF INDICATOR	DATA SOURCE	DATA COLLECTION METHOD/APPROACH/REPORTING
Teacher attendance in districts managing a Model Schools program	Unit % Definition The proportion of time a teacher is present and conducting classes as scheduled in the school calendar	MOE DEOs schools	Average teacher attendance will be calculated for all districts implementing a model schools program This figure will be compared to teacher attendance in districts where a program has not yet been started Schools will report on teacher attendance Data will be verified as well during supervisory visits from circuit supervisors USAID implementing agent will work with DEOs on compiling data and ensuring accuracy of reported data USAID implementing agent will formulate a method for comparing teacher attendance in model schools to national levels Data will be disaggregated by location FREQUENCY OF DATA COLLECTION Annual
Intermediate result #2 6 Capacity and authority of districts and schools increased			
Indicator(s)			
District Education Oversight Committees which accomplish objectives of annual school quality improvement plans	Unit % Definition District school quality improvement plans may include such elements as completion of annual plans for school maintenance plans staff deployment attendance targets for pupils and teachers supervisory visits distribution of textbooks and learning materials etc	MOE DEOCs	Data will be obtained from DEOCs in districts which have started up a Model Schools program DEOCs will collect compile and analyze information USAID implementing agent will work with DEOCs on compiling data and ensuring accuracy of reported data Data will be disaggregated by location FREQUENCY OF DATA COLLECTION Annual
Percentage increase in expenditures on non salary items by districts within 3 years of starting up a Model Schools program	Unit % Definition	MOE DEOs	Data will be obtained from DEOs USAID implementing agent will formulate a method for obtaining and analyzing data USAID implementing agent is responsible for ensuring accuracy of reported data Data will be disaggregated by location FREQUENCY OF DATA COLLECTION Special analysis conducted every three years
Intermediate result #2 7 School quality information and analysis improved			
Indicator(s)			
Percentage of districts which within 3 years of starting up a Model Schools program are able to formulate annual plans on the basis of data from the previous academic year	Unit % Definition Annual plans are formulated on the basis of the most complete accurate data available including from schools not participating in the model schools program	MOE DEOs schools	Data will be obtained by DEOs from schools and verified by circuit monitors and supervisors USAID implementing agent will develop assessment criteria for <u>completeness and accuracy</u> of reported data and work with DEOs on data collection USAID implementing agent is responsible for ensuring accuracy of reported data Data will be disaggregated by location FREQUENCY OF DATA COLLECTION Annual
Percentage of primary education professional familiar with results of effective practices from the Model Schools program	Unit % Definition Primary education professionals includes school staff along with staff working at the district regional and central levels	USAID implementing entity	Data will be obtained by USAID implementing agent in collaboration with MOE Data will be disaggregated by location FREQUENCY OF DATA COLLECTION Special study conducted every three years

FINANCIAL PLAN

The total combined cost of *Strategic Objective 2 Increasing the Effectiveness of Primary Education* is \$70.7 million. This consists of \$53 million in USAID/Ghana bilateral grant assistance and \$17.7 million in GOG contributions. Table 1 shows the estimated expenditures by each project component.

I Planned Obligations and Expenditure Projections

USAID will create a Strategic Objective Grant Agreement (SOAG) for SO2, and obligate \$8.397 million for the new program in FY 96. Future bilateral funds for SO2, in FY 97 and beyond, will be obligated under the SO2 SOAG, which is the Strategic Objective Program funding mechanism for SO2.

Under SO2, USAID will manage technical services provided by the USAID Center for Human Capacity Development in Washington, D.C. These will include technical assistance and training with a total estimated cost of \$275,000 for FY 96 and \$1.0 million over the duration of the program.

Subsequent USAID obligations will follow incrementally by fiscal year as required, subject to availability of funds and mutual agreement of USAID and the GOG to proceed with the program. GOG funds will be obligated through annual budgets.

Sufficient funds will be obligated each year to cover anticipated expenditures. The cost of principal inputs for planned program outcomes is shown in Table 3. The obligation and expenditure plan is shown in Table 4. USAID expenditures are expected to increase as capital improvements are made in the growing number of schools and Districts included in the Model School Program. This support will decline in the last year. GOG expenditures will rise slowly throughout the life of the program as the Ministry of Education and the Ghana Education Service rationalizes their personnel systems and allocates more expenditures towards non-personnel costs.

II Government of Ghana Contributions

The GOG contribution for SO2, totaling \$17.7 million, will finance personnel, a portion of local training costs, and maintenance and operations of school facilities. The annual plans will contain the detailed breakdown of these costs (delineating between USAID and GOG contributions).

The GOG will pay all salaries for GOG staff assigned to the program. On an increasing basis, the GOG will finance the non-personnel costs associated with the Model Schools. In addition, the GOG will provide Ministry personnel who will participate as

members of the Strategic Objective Extended Team. The GOG will also finance office space for those technical advisors located in implementing agencies, and operating costs (e.g. electricity, and communications) for most of the training facilities used by the program.

SO2 will use grant mechanisms to work with partner organizations, particularly PVOs and training institutions. SO2 will also provide some direct support through grants to District Assemblies in order to support implementation of pilot activities at the District level.

III. USAID Contributions

USAID will finance the following inputs: long-term and short-term technical assistance (TA), in-country and overseas short-term and long-term training, procurement of materials, equipment and vehicles, construction of facilities, pilot district level activities, in-country research and policy studies, and evaluations and audits. The summary costing of program inputs is shown in Table 2 and planned obligations of funds are shown in Table 3.

Program costing has been developed for each major component: overall program support including costs for program monitoring and management and costs for two results packages broken down by activity categories. Results package 1 includes the following activities: categories: the national Model School program, promoting effective teaching, and promoting community involvement in school improvement. Results package 2 includes improving the education personnel management system, improving the curricula/materials and assessments, increasing the capacity and authority at the District and school levels, and improving school quality information and analysis. Within each of these components, Table 2 shows the total cost for technical assistance, training, commodities, construction and grants to PVOs and local training institutions and Districts.

Technical assistance will be provided primarily through two contracts with U.S. firms to be competitively selected by USAID. The attached Strategic Objective Management Plan describes the assistance to be provided under these contracts. During the initial months of the program, USAID will manage technical assistance provided by the centrally-funded Advancing Basic Education and Literacy Project (ABEL) and Improving Education Quality (IEQ) projects. USAID will utilize IQCs to provide short-term TA as required. Additional technical assistance will be provided through grants to PVOs to assist in promoting community involvement in the Model School Program.

USAID's contribution will support short-term and long-term training (in-country and abroad) in the areas of curricula development, training materials development, training techniques, education planning, school quality information data collection and

analysis and training in student assessment techniques. The training program will also include capacity building for local community organizations and local administrators in order to strengthen the planning, budgeting and advocacy skills of organizations managing education services at the District level. A long distance learning pilot project using radio transmission will also be implemented as part of the SO2 training plan. The program will provide training activities with an estimated total cost of over \$4 million. This does not include the on the job training that will be provided directly through the long and short-term technical assistance.

Under the line item for program commodities, USAID will fund the procurement of educational materials, vehicles, and office equipment. This equipment consists of teaching materials, computers, technical reference materials, vehicles (including small trucks, and motorbikes).

The construction line item includes the estimated cost of renovating or constructing each of the 330 schools which will eventually participate in the Model School program. This cost includes the assistance of an Architectural and Engineering firm which will assist in planning and supervising construction activities.

Support will also be provided through grants to local training institutions and grants to Districts to support pilot projects at the district level.

USAID has also budgeted funds to support overall program management including \$450,000 to fund evaluations and audits when required.

IV Methods of Program Financing

The SO2 project assistance portion of the program will finance activities via direct payment by USAID. USAID will contract directly for technical advisors, training, selected commodities, evaluations and audits. Proposals for an institutional contractor will be accepted only from U.S. and Ghanaian organizations, preferably in association. USAID encourages the participation to the maximum extent possible of small, disadvantaged, and women-owned business concerns in the activity in accordance with policies of the new USAID Automated Directives Systems (ADS).

In addition, USAID plans to disburse \$18.0 million over the life of the program in non-project assistance (NPA), the amount disbursement of U.S. dollars directly to the Government of Ghana (GOG), is intended primarily to leverage policy changes required to successfully activate the objective.

V. Audits

In the course of SO2 implementation it may be necessary to undertake financial or performance audits and evaluations. Funds provided to relatively newly formed district Assemblies and community organizations for the implementation of district level activities are of particular concern. Consequently, special emphasis will be placed on monitoring, evaluating and auditing the use of those funds. RP Team Leaders will obtain the services, through competitive procedures, of a local financial management firm to conduct an independent audit of the financial records of any implementing agent. Periodic financial and compliance audits will be arranged by USAID with the Ghanaian Supreme Audit Authority and the USAID Regional Inspector General. USAID auditors may also conduct performance audits of RP activities.

Table 1
Program Expenditures by Strategic Objective Component

USAID Support for Increasing the Effectiveness of Primary Education 1996-2002

	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
USAID Project Assistance							
<i>Results Package 1: Quality Education through Model Schools</i>							
1 1 National Model School Program	\$1,364,000	\$1,336,500	\$2,149,500	\$3,051,000	\$4,847,000	\$3,213,000	\$15,961,000
1 2 Promote Effective Teaching	\$338,000	\$524,000	\$328,000	\$614,000	\$416,000	\$606,000	\$2,826,000
1 3 Promote Community Involvement in School Improvement	\$1,191,500	\$995,500	\$358,000	\$1,140,000	\$554,000	\$500,000	\$4,739,000
Results Package 1 Subtotal	\$2,893,500	\$2,856,000	\$2,835,500	\$4,805,000	\$5,817,000	\$4,319,000	\$23,526,000
<i>Results Package 2: Improved Policies for Quality Education</i>							
2 1 Improve Education Personnel Management System	\$294,000	\$737,000	\$495,000	\$370,000	\$320,000	\$50,000	\$2,266,000
2 2 Curricula / Materials / Assessment	\$477,000	\$803,000	\$707,000	\$348,000	\$100,000	\$100,000	\$2,535,000
2 3 Increase Capacity and Authority to the Districts and Schools	\$146,000	\$402,000	\$402,000	\$302,000	\$130,000	\$30,000	\$1,412,000
2 4 Improve School Quality Information and Analysis	\$305,000	\$333,333	\$510,000	\$370,000	\$231,667	\$250,000	\$2,000,000
Results Package 2 Subtotal	\$1,222,000	\$2,275,333	\$2,114,000	\$1,390,000	\$781,667	\$430,000	\$8,213,000
Program Support (includes inflation)	\$275,000	\$543,253	\$634,780	\$585,800	\$575,947	\$646,220	\$3,261,000
USAID Project Assistance Subtotal	\$4,390,500	\$5,674,587	\$5,584,280	\$6,780,800	\$7,174,613	\$5,395,220	\$35,000,000
Non-Project Assistance	\$2,500,000	\$4,000,000	\$4,000,000	\$2,000,000	\$2,500,000	\$3,000,000	\$18,000,000
Host Country Contribution	\$2,800,000	\$2,900,000	\$2,900,000	\$3,100,000	\$3,100,000	\$2,900,000	\$17,700,000
Grand Total	\$9,690,500	\$12,574,587	\$12,484,280	\$11,880,800	\$12,774,613	\$11,295,220	\$70,700,000

Table 2
FY 1997 - 2002
Projected Expenditures by Program Input

USAID Support for Increasing the Effectiveness of Primary Education 1996-2002

Categories	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
1 U S Technical Assistance							
Long term	\$375,000	\$958,333	\$1,250,000	\$1,125,000	\$791,667	\$125,000	\$4,625,000
Short term	\$684,000	\$774,000	\$558,000	\$468,000	\$234,000	\$0	\$2,718,000
Local Technical Assistance	\$155,000	\$340,000	\$325,000	\$285,000	\$265,000	\$130,000	\$1,500,000
Subtotal Technical Assistance	\$1,214,000	\$2,072,333	\$2,133,000	\$1,878,000	\$1,290,667	\$255,000	\$8,843,000
2 Training	\$350,000	\$992,000	\$759,000	\$752,000	\$406,000	\$854,000	\$4,113,000
3 Commodities	\$806,500	\$529,500	\$596,000	\$1,175,000	\$2,324,500	\$1,572,500	\$7,004,000
4 Construction	\$445,000	\$387,500	\$361,500	\$1,040,000	\$1,777,500	\$1,317,500	\$5,329,000
5 Other							
PVO Programs	\$1,000,000	\$800,000	\$200,000	\$1,000,000	\$500,000	\$500,000	\$4,000,000
Grants Local Training Inst & Districts	\$150,000	\$300,000	\$300,000	\$200,000	\$150,000	\$150,000	\$1,250,000
Logistical Support for Field Activities	\$150,000	\$50,000	\$600,000	\$150,000	\$150,000	\$100,000	\$1,200,000
Subtotal Other	\$1,300,000	\$1,150,000	\$1,100,000	\$1,350,000	\$800,000	\$750,000	\$6,450,000
Program Support (including inflation)*	\$275,000	\$543,253	\$634,780	\$585,800	\$575,947	\$646,220	\$3,261,000
USAID Project Assistance Subtotal	\$4,390,500	\$5,674,587	\$5,584,280	\$6,780,800	\$7,174,613	\$5,395,220	\$35,000,000
Non-Project Assistance	\$2,500,000	\$4,000,000	\$4,000,000	\$2,000,000	\$2,500,000	\$3,000,000	\$18,000,000
Host Country Contribution	\$2,800,000	\$2,900,000	\$2,900,000	\$3,100,000	\$3,100,000	\$2,900,000	\$17,700,000
Grand Total	\$9,690,500	\$12,574,587	\$12,484,280	\$11,880,800	\$12,774,613	\$11,295,220	\$70,700,000

* Program Support includes a 4% inflation rate on total project assistance starting in 1998

Table 3
FY 1997 - 2002
Projected Expenditures: Program Inputs by Strategic Objective Component

Categories	National Model School Program	Promote Effective Teaching	Promote Community Involvement in School Improvement	Improve Education Personnel Management	Curricula / Materials / Assessment	Increase Capacity And Authority to Districts and Schools	Improve School Quality Information and Analysis	Total
1 US Technical Assistance								
Long term	\$2 000 000	\$0	\$0	\$1 125 000	\$750 000	\$0	\$750 000	\$4 625 000
Short term	\$0	\$1 026 000	\$414,000	\$216 000	\$720 000	\$252 000	\$90 000	\$2 718 000
Local Technical Assistance	\$1 000 000	\$0	\$0	\$160 000	\$90 000	\$160 000	\$90 000	\$1 500 000
Subtotal Technical Assistance	\$3 000 000	\$1 026 000	\$414,000	\$1 501 000				\$5 941 000
2 Training	\$387 000	\$1 616 000	\$250 000	\$250 000	\$380 000	\$700 000	\$530 000	\$4 113 000
3 Commodities	\$6 495 000	\$184 000	\$75 000	\$65 000	\$95 000	\$0	\$90 000	\$7 004 000
4 Construction	\$5 329 000	\$0	\$0	\$0	\$0	\$0	\$0	\$5 329 000
5 Other								
PVO Programs	\$0	\$0	\$4 000 000	\$0	\$0	\$0	\$0	\$4 000 000
Grants Local Training Inst. & Districts	\$0	\$0	\$0	\$450 000	\$500 000	\$300 000	\$0	\$1 250 000
Logistical Support for Field Activities	\$750 000	\$0	\$0	\$0	\$0	\$0	\$450 000	\$1 200 000
Subtotal Other	\$750 000	\$0	\$4 000 000	\$450 000	\$500 000	\$300 000	\$450 000	\$6 450 000
USAID Technical Inputs	\$15 961,000	\$2 826 000	\$4 739,000	\$2,266 000	\$2,535 000	\$1 412 000	\$2 000 000	\$31 739 000
Host Country Contribution	\$4,000,000	\$2 000,000	\$500,000	\$2 500 000	\$4 750 000	\$3 000 000	\$950 000	\$17 700 000
Total Technical Inputs	\$19,961,000	\$4,826,000	\$5,239,000	\$4,766,000	\$7,285 000	\$4,412 000	\$2 950 000	\$49 439 000
Program Support (including inflation)								\$3,261 000
Non Project Assistance								\$18 000 000
Grand Total								\$70 700 000

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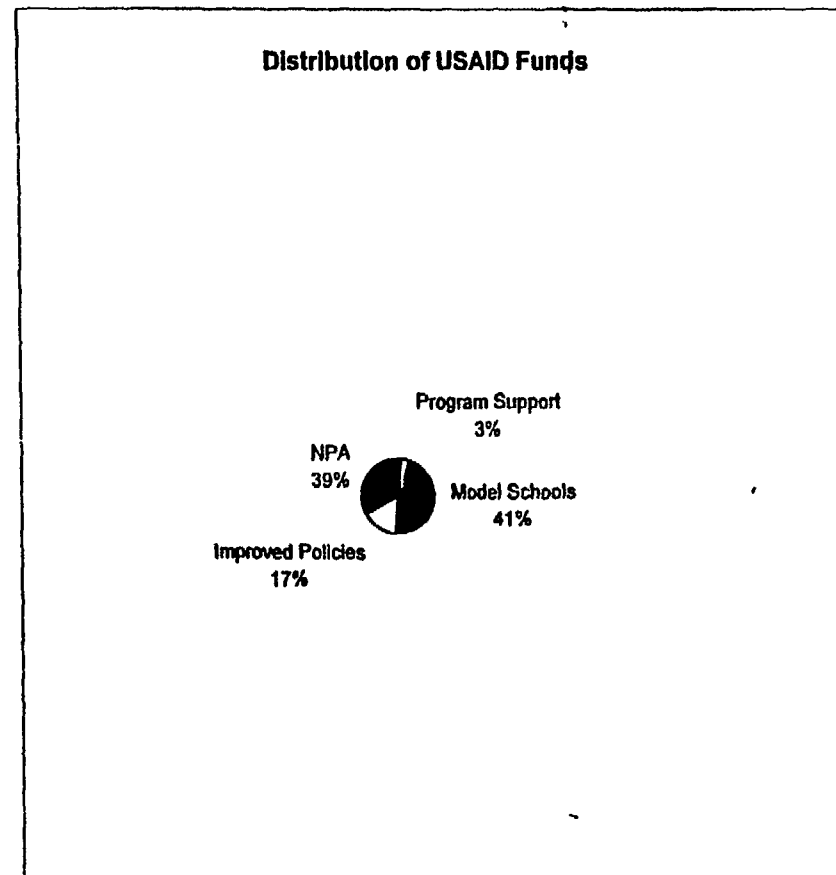
Table 4
1996 - 2001
USAID Contributions: Obligation Schedule
(U S. Dollars \$000s)

Categories	Funds Obligated						
	FY 1996	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	Total
1 U S Technical Assistance	\$2,397	\$1,500	\$2,000	\$1,800	\$1,000	\$146	\$8,843
2 Training	\$500	\$850	\$1,200	\$1,200	\$363		\$4,113
3 Commodities	\$1,000	\$1,000	\$1,250	\$1,250	\$2,504		\$7,004
4 Construction	\$500	\$750	\$750	\$1,000	\$1,500	\$829	\$5,329
5 Grants	\$1,250	\$900	\$500	\$1,800	\$1,000	\$1,000	\$6,450
6 Program Support	\$250	\$500	\$500	\$800	\$800	\$411	\$3,261
Subtotal	\$5,897	\$5,500	\$6,200	\$7,850	\$7,167	\$2,386	\$35,000
7 Non-Project Assistance	\$2,500	\$3,800	\$3,500	\$1,500	\$1,900	\$4,800	\$18,000
Grand Total	\$8,397	\$9,300	\$9,700	\$9,350	\$9,067	\$7,186	\$53,000

USAID Report for Increasing the Effectiveness of Primary Education 1990-2002

	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
USAID Project Assistance							
Results Package 1 - Quality Education through Model Schools							
1 1 National Model School Program	\$1,364,000	\$1,336,500	\$2,149,500	\$3,051,000	\$4,847,000	\$3,213,000	\$15,961,000
1 2 Promote Effective Teaching	\$338,000	\$524,000	\$328,000	\$614,000	\$416,000	\$606,000	\$2,826,000
1 3 Promote Community Involvement in School Improvement	\$1,191,500	\$995,500	\$358,000	\$1,140,000	\$554,000	\$500,000	\$4,739,000
Results Package 1 Subtotal	\$2,893,500	\$2,856,000	\$2,835,500	\$4,805,000	\$5,817,000	\$4,319,000	\$23,526,000
Results Package 2 - Improved Policies for Quality Education							
2 1 Improve Education Personnel Management System	\$294,000	\$737,000	\$495,000	\$370,000	\$320,000	\$50,000	\$2,266,000
2 2 Curricula / Materials / Assessment	\$477,000	\$803,000	\$707,000	\$348,000	\$100,000	\$100,000	\$2,535,000
2 3 Increase Capacity and Authority to the Districts and Schools	\$146,000	\$402,000	\$402,000	\$302,000	\$130,000	\$30,000	\$1,412,000
2 4 Improve School Quality Information and Analysis	\$305,000	\$333,333	\$510,000	\$370,000	\$231,667	\$250,000	\$2,000,000
Results Package 2 Subtotal	\$1,222,000	\$2,275,333	\$2,114,000	\$1,390,000	\$781,667	\$430,000	\$8,213,000
Program Support (includes inflation)	\$275,000	\$543,253	\$634,780	\$585,800	\$575,947	\$646,220	\$3,261,000
USAID Project Assistance Subtotal	\$4,390,500	\$5,674,587	\$5,584,280	\$6,780,800	\$7,174,613	\$5,395,220	\$35,000,000
Non-Project Assistance	\$2,500,000	\$4,000,000	\$4,000,000	\$2,000,000	\$2,500,000	\$3,000,000	\$18,000,000
Host Country Contribution	\$2,800,000	\$2,900,000	\$2,900,000	\$3,100,000	\$3,100,000	\$2,900,000	\$17,700,000
Grand Total	\$9,690,500	\$12,574,587	\$12,484,280	\$11,880,800	\$12,774,613	\$11,295,220	\$70,700,000

RP1	\$23,526,000
RP2	\$8,213,000
NPA	\$18,000,000
Prog Support	\$2,025,000



Program Budget - 1.1 National Model School Program

	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
USAID Project Assistance							
Technical Assistance							
U S Long term							
SQS Coordinator 1	\$125,000	\$250,000	\$250,000	\$250,000	\$125,000	\$0	\$1,000,000
SQS Coordinator 2	\$0	\$125,000	\$250,000	\$250,000	\$250,000	\$125,000	\$1,000,000
Local Long term							
Regional SQS Coordinators (10)	\$100,000	\$200,000	\$200,000	\$200,000	\$200,000	\$100,000	\$1,000,000
Short term							
Training							
Overseas Training	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Workshops	\$24,000	\$24,000	\$33,000	\$66,000	\$102,000	\$138,000	\$387,000
Commodities, Equipment and Vehicles	\$670,000	\$350,000	\$555,000	\$1,145,000	\$2,292,500	\$1,482,500	\$6,495,000
Construction							
Model Schools	\$345,000	\$287,500	\$261,500	\$940,000	\$1,677,500	\$1,217,500	\$4,729,000
Subcontract to Ghanaian A&E firm	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$600,000
Other							
Logistical Support	\$0	\$0	\$500,000	\$100,000	\$100,000	\$50,000	\$750,000
USAID Project Assistance Subtotal	\$1,364,000	\$1,336,500	\$2,149,500	\$3,051,000	\$4,847,000	\$3,213,000	\$15,961,000
USAID Non- Project Assistance							
Host Country Contribution							
Grand Total	\$1,364,000	\$1,336,500	\$2,149,500	\$3,051,000	\$4,847,000	\$3,213,000	\$15,961,000

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Assumptions		Annual Cost	Person Months					
1 Technical Assistance			FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
U S Long term								
	SQS Coordinator 1	\$250,000	6	12	12	12	6	0
	SQS Coordinator 2	\$250,000	0	6	12	12	12	6
Local Long term								
	Regional SQS Coordinators/Trainers (10)	\$20,000	60	120	120	120	120	60
2 Training		Monthly Cost	Person Months					
Overseas			FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
	Long term	\$4,167	0	0	0	0	0	0
	Short term	\$10,000	0	0	0	0	0	0
Workshops		Workshop Cost	Workshops					
			FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
	Introducing SQS Workshops	\$3,000	3	3	6	12	24	36
	Management Workshops	\$3,000	5	5	5	10	10	10
3 Commodities include school package of desks, lockers, chalk boards and supplementary learning materials, office equipment, and vehicles								
		Cost/unit	Units					
			FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
	Materials - School Package	\$12,500	24	20	18	66	117	85
	Office Equipment	\$10,000	12	10	8	32	58	42
	Vehicles	\$25,000	10	0	10	0	10	0
4 Construction		Cost/School	Schools					
			FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
	Model 1 - Disadvantaged schools	\$21,500	6	5	5	16	29	21
	Model 2 - Sub Standard schools	\$13,000	12	10	8	32	58	42
	Model 3 Basic Schools	\$10,000	6	5	5	18	30	22
	Total		24	20	18	66	117	85
Ghanaian Architectural and Engineering firm will be subcontracted to supervise construction								

	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
U S Technical Assistance							
Long term	\$125 000	\$375 000	\$500 000	\$500 000	\$375 000	\$125,000	\$2,000,000
Short term	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Local Technical Assistance	\$100,000	\$200,000	\$200,000	\$200,000	\$200,000	\$100 000	\$1,000 000
Training	\$24 000	\$24,000	\$33,000	\$66 000	\$102 000	\$138,000	\$387,000
Commodities	\$670 000	\$350 000	\$555 000	\$1,145,000	\$2 292,500	\$1,482,500	\$6,495,000
Construction	\$445,000	\$387 500	\$361,500	\$1,040,000	\$1,777,500	\$1,317,500	\$5,329,000
Other							
PVO Programs							
Grants to Local Training Inst & Districts							
Logistical Support for Field Activities	\$0	\$0	\$500,000	\$100,000	\$100 000	\$50 000	\$750,000
Project Assistance	\$1,364 000	\$1 336 500	\$2,149 500	\$3,051,000	\$4,847,000	\$3,213,000	\$15,961,000

Program Budget - 1.2 Promote Effective Teaching

	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
USAID Project Assistance							
Technical Assistance							
U S Short term							
Trainer of Trainers	\$54,000	\$108,000	\$108,000	\$90,000	\$90,000	\$0	\$450,000
Management Trainer	\$72,000	\$54,000	\$54,000	\$54,000	\$36,000	\$0	\$270,000
Teacher Trainer	\$72,000	\$72,000	\$54,000	\$54,000	\$54,000	\$0	\$306,000
Training - local costs							
Teacher Training	\$12,000	\$36,000	\$48,000	\$90,000	\$96,000	\$270,000	\$552,000
Supervisor Training	\$12,000	\$30,000	\$36,000	\$54,000	\$60,000	\$180,000	\$372,000
In-Service Training - TOT system	\$12,000	\$12,000	\$12,000	\$42,000	\$48,000	\$66,000	\$192,000
Distance Training and Learning	\$100,000	\$200,000	\$0	\$200,000	\$0	\$0	\$500,000
Commodities	\$4,000	\$12,000	\$16,000	\$30,000	\$32,000	\$90,000	\$184,000
Subtotal	\$338,000	\$524,000	\$328,000	\$614,000	\$416,000	\$606,000	\$2,826,000
USAID Non- Project Assistance							
Host Country Contribution							
Grand Total	\$338,000	\$524,000	\$328,000	\$614,000	\$416,000	\$606,000	\$2,826,000

Assumptions	Monthly Cost	Person Months					
1 Technical Assistance - U S short term		FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
Trainer of trainers	\$18,000	3	6	6	5	5	0
Management Trainer	\$18,000	4	3	3	3	2	0
Teacher Trainer	\$18,000	4	4	3	3	3	0
2 Training		Workshops					
In-country		FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
Teacher Training (40 trainees/workshop)	\$3,000	4	12	16	30	32	90
Supervisor Training (20 trainees/workshop)	\$3,000	4	10	12	18	20	60
In-Service Training (20 trainees/workshop)	\$3,000	4	4	4	14	16	22
Cost of Long-distance Training Project							
3 Commodities	Cost/Unit	Units					
Training Materials (\$1000/workshop)	\$1,000	4	12	16	30	32	90
Office Equipment	\$10,000	0	0	0	0	0	0
Vehicles	\$25,000	0	0	0	0	0	0

	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
U S Technical Assistance							
Long term	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Short term	\$198,000	\$234,000	\$216,000	\$198,000	\$180,000	\$0	\$1,026,000
Local Technical Assistance	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Training	\$136,000	\$278,000	\$96,000	\$386,000	\$204,000	\$516,000	\$1,616,000
Commodities	\$4,000	\$12,000	\$16,000	\$30,000	\$32,000	\$90,000	\$184,000
Construction	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Other	\$0	\$0	\$0	\$0	\$0	\$0	\$0
PVO Programs	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Grants to Local Training Inst. & Districts	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Logistical Support for Field Activities	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Project Assistance	\$338,000	\$524,000	\$328,000	\$614,000	\$416,000	\$606,000	\$2,826,000

Program Budget - 1.3 Promote Community Involvement in School Improvement

	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
USAID Project Assistance							
Technical Assistance							
U S Short term							
Education Decentralization Specialist	\$54,000	\$108,000	\$108,000	\$90,000	\$54,000	\$0	\$414,000
Training							
Overseas Training	\$0	\$0	\$0	\$0	\$0	\$0	\$0
In-country Training	\$100,000	\$50,000	\$50,000	\$50,000	\$0	\$0	\$250,000
Equipment and Commodities	\$37,500	\$37,500	\$0	\$0	\$0	\$0	\$75,000
Other							
PVO Programs	\$1,000,000	\$800,000	\$200,000	\$1,000,000	\$500,000	\$500,000	\$4,000,000
Subtotal	\$1,191,500	\$995,500	\$358,000	\$1,140,000	\$554,000	\$500,000	\$4,739,000
USAID Non- Project Assistance							
Host Country Contribution							
Grand Total	\$1,191,500	\$995,500	\$358,000	\$1,140,000	\$554,000	\$500,000	\$4,739,000

Assumptions		Person Months					
		FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
1 Technical Assistance							
U S Short term							
Education Decentralization Specialist	Monthly Cost \$18,000	3	6	6	5	3	0
2 Training							
Overseas	Monthly Cost						
Long term (cost estimate \$50,000 per year)	\$4,167	0	0	0	0	0	0
Short term (cost estimate \$20,000 per month)	\$20,000	0	0	0	0	0	0
In country training is for building advocacy, budgeting and planning skills of community organizations							
3 Equipment and Commodities	Unit Cost	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
Materials	\$2,500	3	3	0	0	0	0
Computer Equipment	\$5,000	3	3	0	0	0	0
Motorbikes	\$5,000	3	3	0	0	0	0
3 Grants to PVOs to support grassroots organization will include in-country training, equipment and vehicles							

	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
U S Technical Assistance							
Long term	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Short term	\$54,000	\$108 000	\$108 000	\$90 000	\$54,000	\$0	\$414,000
Local Technical Assistance	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Training	\$100,000	\$50,000	\$50 000	\$50,000	\$0	\$0	\$250,000
Commodities	\$37,500	\$37,500	\$0	\$0	\$0	\$0	\$75,000
Construction	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Other							
PVO Programs	\$1,000,000	\$800,000	\$200 000	\$1,000,000	\$500,000	\$500 000	\$4,000,000
Grants to Local Training Inst. & Districts	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Logistical Support for Field Activities	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Project Assistance	\$1 191 500	\$995,500	\$358 000	\$1,140,000	\$554,000	\$500 000	\$4 739 000

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Program Budget - 2.1 Improve Education Personnel Management System

	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
USAID Project Assistance							
Technical Assistance							
U S Long term							
Educational Planner	\$125,000	\$250,000	\$250,000	\$250,000	\$250,000	\$0	\$1,125,000
U S Short term							
Personnel Management Advisor	\$54,000	\$54,000	\$0	\$0	\$0	\$0	\$108,000
Employee Evaluation Specialist	\$0	\$108,000	\$0	\$0	\$0	\$0	\$108,000
Local Short term							
Personnel Management Advisor	\$15,000	\$30,000	\$30,000	\$10,000	\$10,000	\$0	\$95,000
Employee Evaluation Specialist	\$0	\$30,000	\$15,000	\$10,000	\$10,000	\$0	\$65,000
Training							
Overseas Training	\$0	\$150,000	\$100,000	\$0	\$0	\$0	\$250,000
Equipment and Commodities	\$50,000	\$15,000	\$0	\$0	\$0	\$0	\$65,000
Grants to Ghanaian Training Institutions	\$50,000	\$100,000	\$100,000	\$100,000	\$50,000	\$50,000	\$450,000
Subtotal	\$294,000	\$737,000	\$495,000	\$370,000	\$320,000	\$50,000	\$2,266,000
USAID Non- Project Assistance							
Host Country Contribution							
Grand Total	\$294,000	\$737,000	\$495,000	\$370,000	\$320,000	\$50,000	\$2,266,000

Assumptions		Annual Cost	Person Months					
1	Technical Assistance - long term		FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
	Educational Planner	\$250 000	6	12	12	12	12	0
	Technical Assistance - short term	Monthly Cost						
	Personnel Management Advisor	\$18 000	3	3	0	0	0	0
	Employee Evaluation Specialist	\$18,000	0	6	0	0	0	0
	Local Short term							
	Personnel Management Advisor	\$5,000	3	6	6	2	2	0
	Employee Evaluation Specialist	\$5,000	0	6	3	2	2	0
2	Training	Monthly Cost	Person Months					
	Overseas		FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
	Long term (cost estimate \$50,000 per year)	\$4,167	0	12	12	0	0	0
	Short term (cost estimate \$20,000 per month)	\$20 000	0	5	25	0	0	0
2 Training includes short term and long term training in personnel management and computer training								
3	Equipment and Commodities	Unit Cost	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
	Materials	\$2,500	0	0	0	0	0	0
	Office Equipment	\$5,000	0	3	0	0	0	0
	Vehicles	\$25,000	2	0	0	0	0	0
4 Grants to public and private sector Ghanaian Training Institutions								

	FY 1997	FY 1998	FY 1999	2000	FY 2001	FY 2002	Total
U S Technical Assistance							
Long term	\$125,000	\$250,000	\$250,000	\$250,000	\$250,000	\$0	\$1,125,000
Short term	\$54,000	\$162,000	\$0	\$0	\$0	\$0	\$216,000
Local Technical Assistance	\$15,000	\$60,000	\$45,000	\$20,000	\$20,000	\$0	\$160,000
Training	\$0	\$150,000	\$100,000	\$0	\$0	\$0	\$250,000
Commodities	\$50,000	\$15,000	\$0	\$0	\$0	\$0	\$65,000
Construction	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Other							
PVO Programs	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Grants to Local Training Inst & Districts	\$50,000	\$100,000	\$100,000	\$100,000	\$50,000	\$50,000	\$450,000
Logistical Support for Field Activities	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Project Assistance	\$294,000	\$737,000	\$495,000	\$370,000	\$320,000	\$50,000	\$2,266,000

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Program B - 2.2 Curricula / Materials / Assessment

	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
ISAIID Project Assistance							
Technical Assistance							
U S Long term							
Curricula Advisor	\$125,000	\$250,000	\$250,000	\$125,000	\$0	\$0	\$750,000
U S Short term							
Subject Specialists	\$108,000	\$54,000	\$54,000	\$0	\$0	\$0	\$216,000
Supp Instructional Materials Spec	\$54,000	\$54,000	\$54,000	\$54,000	\$0	\$0	\$216,000
Student Assessment Specialist	\$54,000	\$54,000	\$54,000	\$54,000	\$0	\$0	\$216,000
Distribution Specialist	\$36,000	\$36,000	\$0	\$0	\$0	\$0	\$72,000
Local Short term							
Local Curricula Specialist	\$15,000	\$30,000	\$30,000	\$15,000	\$0	\$0	\$90,000
Training							
Overseas Training	\$0	\$200,000	\$100,000	\$0	\$0	\$0	\$300,000
Curriculum Conference	\$40,000		\$40,000				\$80,000
Equipment and Commodities	\$45,000	\$25,000	\$25,000	\$0	\$0	\$0	\$95,000
Other							
Grants to UCC and UCEW		\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$500,000
Subtotal	\$477,000	\$803,000	\$707,000	\$348,000	\$100,000	\$100,000	\$2,535,000
USAID Non- Project Assistance							
Host Country Contribution							
Grand Total	\$477,000	\$803,000	\$707,000	\$348,000	\$100,000	\$100,000	\$2,535,000

Assumptions		Annual Cost	Person Months					
1 Technical Assistance - U S long term			FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY2002
Curricula Advisor		\$250,000	6	12	12	6	0	0
Technical Assistance - short term		Monthly Cost	Person Months					
Subject Specialists		\$18,000	6	3	3	0	0	0
Sup Instructional Materials Spec		\$18,000	3	3	3	3	0	0
Student Assessment Specialist		\$18,000	3	3	3	3	0	0
Distribution Specialist		\$18,000	2	2	0	0	0	0
Local curricula specialist		\$5,000	3	6	6	3	0	0
2 Training		Monthly Cost	Person Months					
Overseas			FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
Long term (cost estimate \$50,000 per year)		\$4,167	0	24	12	0	0	0
Short term (cost estimate \$20,000 per month)		\$20,000	0	5	25	0	0	0
3 Equipment and Commodities		Unit Cost	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY2002
Materials		\$2,500	0	0	0	0	0	0
Computer Equipment		\$10 000	2	0	0	0	0	0
Vehicles		\$25 000	1	1	1	0	0	0
4 Grants to UCC and UCEW for developing instructional materials and assessment instruments								

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	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
U S Technical Assistance							
Long term	\$125,000	\$250,000	\$250,000	\$125,000	\$0	\$0	\$750 000
Short term	\$252 000	\$198 000	\$162 000	\$108,000	\$0	\$0	\$720,000
Local Technical Assistance	\$15 000	\$30,000	\$30,000	\$15 000	\$0	\$0	\$90 000
Training	\$40 000	\$200 000	\$140 000	\$0	\$0	\$0	\$380,000
Commodities	\$45,000	\$25,000	\$25,000	\$0	\$0	\$0	\$95,000
Construction	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Other							
PVO Programs	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Grants to Local Training Inst & Districts	\$0	\$100 000	\$100,000	\$100 000	\$100,000	\$100,000	\$500,000
Logistical Support for Field Activities	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Project Assistance	\$477,000	\$803 000	\$707 000	\$348 000	\$100 000	\$100 000	\$2,535,000

Program 2.3 Increase Capacity and Authority to the Districts

	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
USAID Project Assistance							
Technical Assistance							
U S Short term	\$36,000	\$72,000	\$72,000	\$72,000	\$0	\$0	\$252,000
Local Short term	\$10,000	\$30,000	\$30,000	\$30,000	\$30,000	\$30,000	\$160,000
Training							
Overseas Training	\$0	\$200,000	\$200,000	\$200,000	\$100,000	\$0	\$700,000
Equipment and Commodities	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Other							
District Grants	\$100,000	\$100,000	\$100,000	\$0	\$0	\$0	\$300,000
Subtotal	\$146,000	\$402,000	\$402,000	\$302,000	\$130,000	\$30,000	\$1,412,000
USAID Non- Project Assistance							
Host Country Contribution							
Grand Total	\$146,000	\$402,000	\$402,000	\$302,000	\$130,000	\$30,000	\$1,412,000

Assumptions	Monthly Cost	Person Months					
1 Technical Assistance*		FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY2002
U S Short term	\$18,000	2	4	4	4	0	0
Local Short term	\$5,000	2	6	6	6	6	6
* technical assistance will be provided in financial management, budgeting planning and resource management skills							
2 Training will be provided in financial management, budgeting planning and resource management skills							
	Monthly Cost	Person Months					
Overseas		FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
Long term (cost estimate \$50,000 per year)	\$4,167	0	24	24	24	0	0
Short term (cost estimate \$20,000 per month)	\$20,000	0	5	5	5	5	0
3 Equipment and Commodities	Unit Cost	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY2002
Materials	\$2,500	0	0	0	0	0	0
Computer Equipment	\$5,000	0	0	0	0	0	0
Vehicles	\$25,000	0	0	0	0	0	0
3 District Grants							

	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
U S Technical Assistance							
Long term	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Short term	\$36,000	\$72,000	\$72,000	\$72,000	\$0	\$0	\$252,000
Local Technical Assistance	\$10,000	\$30,000	\$30,000	\$30,000	\$30,000	\$30,000	\$160,000
Training	\$0	\$200,000	\$200,000	\$200,000	\$100,000	\$0	\$700,000
Commodities	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Construction	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Other							
PVO Programs	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Grants to Local Training Inst. & Districts	\$100,000	\$100,000	\$100,000	\$0	\$0	\$0	\$300,000
Logistical Support for Field Activities	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Project Assistance	\$146,000	\$402,000	\$402,000	\$302,000	\$130,000	\$30,000	\$1,412,000

Program Budget - 2.4 Improve School Quality Information and Analysis

	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
USAID Project Assistance							
Technical Assistance							
U S Long term							
Monitoring and Eval Specialist	\$0	\$83,333	\$250,000	\$250,000	\$166,667	\$0	\$750,000
U S Short term							
Monitoring and Eval Specialist	\$90,000	\$0	\$0	\$0	\$0	\$0	\$90,000
Local Short term							
Monitoring and Eval Specialist	\$15,000	\$20,000	\$20,000	\$20,000	\$15,000	\$0	\$90,000
Training							
Overseas Training	\$0	\$40,000	\$40,000	\$0	\$0	\$0	\$80,000
In-country Training	\$50,000	\$50,000	\$100,000	\$50,000	\$0	\$200,000	\$450,000
Equipment and Commodities	\$0	\$90,000	\$0	\$0	\$0	\$0	\$90,000
Other							
Monitoring and Analysis	\$150,000	\$50,000	\$100,000	\$50,000	\$50,000	\$50,000	\$450,000
Subtotal	\$305,000	\$333,333	\$510,000	\$370,000	\$231,667	\$250,000	\$2,000,000
USAID Non- Project Assistance							
Host Country Contribution							
Grand Total	\$305,000	\$333,333	\$510,000	\$370,000	\$231,667	\$250,000	\$2,000,000

Assumptions		Person Months					
1 Technical Assistance	Annual Cost	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
U S Long term							
U S Monitoring and Eval Specialist	\$250,000	0	4	12	12	8	0
U S Short-term	Monthly Cost						
U S Monitoring and Eval Specialist	\$18,000	5	0	0	0	0	0
Local Short term	Monthly Cost						
Local Monitoring and Eval Specialist	\$5,000	3	4	4	4	3	0
2 Training	Monthly Cost	Person Months					
Overseas		FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
Long term (cost estimate \$50 000 per year)	\$4,167	0	0	0	0	0	0
Short term (cost estimate \$20,000 per month)	\$20,000	0	2	2	0	0	0
In country training	Unit Cost	Workshops					
Workshops	\$5 000	10	10	20	10	0	40
3 Equipment and Commodities	Unit Cost	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
Materials	\$2,500	0	0	0	0	0	0
Computer Equipment	\$5,000	0	3	0	0	0	0
Vehicles	\$25,000	0	3	0	0	0	0
4 Monitoring and program impact includes needs assessments, studies of program impact and studies of special issues							

	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
U S Technical Assistance							
Long term	\$0	\$83,333	\$250,000	\$250,000	\$166 667	\$0	\$750 000
Short term	\$90,000	\$0	\$0	\$0	\$0	\$0	\$90,000
Local Technical Assistance	\$15,000	\$20 000	\$20 000	\$20 000	\$15,000	\$0	\$90 000
Training	\$50,000	\$90,000	\$140,000	\$50,000	\$0	\$200,000	\$530,000
Commodities	\$0	\$90,000	\$0	\$0	\$0	\$0	\$90,000
Construction	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Other							
PVO Programs	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Grants to Local Training Inst & Districts	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Logistical Support for Field Activities	\$150 000	\$50,000	\$100 000	\$50,000	\$50 000	\$50 000	\$450,000
Project Assistance	\$305,000	\$333,333	\$510,000	\$370,000	\$231,667	\$250,000	\$2 000,000

Program B. 1- Program Support

	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
USAID Program Support							
Project Manager	\$250,000	\$250,000	\$250,000	\$250,000	\$250,000	\$250,000	\$1,500,000
Training							
Overseas Training	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Equipment and Commodities	\$25,000	\$25,000	\$0	\$25,000	\$0	\$0	\$75,000
Audits	\$0	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$250,000
Evaluations	\$0	\$0	\$120,000	\$0	\$0	\$80,000	\$200,000
Grand Total	\$275,000	\$325,000	\$420,000	\$325,000	\$300,000	\$380,000	\$2,025,000

Assumptions:		Person Months					
1 Project Manager	Annual Cost	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
	\$250,000	12	12	12	12	12	12
2 Training	Person Months						
	Monthly Cost	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
	Overseas						
	Long term (cost estimate \$50,000 per year)	\$4,167	0	0	0	0	0
3 Equipment and Commodities	Short term (cost estimate \$20,000 per month)	\$20,000	0	0	0	0	0
	Unit Cost	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
	Materials	\$2,500	0	0	0	0	0
	Computer Equipment	\$5,000	0	0	0	0	0
	Vehicles	\$25,000	1	1	0	1	0

USAID Support for Increasing the Effectiveness of Primary Education 1996-2002

Categories	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002	Total
1 U S Technical Assistance							
Long term	\$375,000	\$958,333	\$1,250,000	\$1,125,000	\$791,667	\$125,000	\$4,625,000
Short term	\$684,000	\$774,000	\$558,000	\$468,000	\$234,000	\$0	\$2,718,000
Local Technical Assistance	\$155,000	\$340,000	\$325,000	\$285,000	\$265,000	\$130,000	\$1,500,000
Subtotal Technical Assistance	\$1,214,000	\$2,072,333	\$2,133,000	\$1,878,000	\$1,290,667	\$255,000	\$8,843,000
2 Training	\$350,000	\$992,000	\$759,000	\$752,000	\$406,000	\$854,000	\$4,113,000
3 Commodities	\$806,500	\$529,500	\$596,000	\$1,175,000	\$2,324,500	\$1,572,500	\$7,004,000
4 Construction	\$445,000	\$387,500	\$361,500	\$1,040,000	\$1,777,500	\$1,317,500	\$5,329,000
5 Other							
PVO Programs	\$1,000,000	\$800,000	\$200,000	\$1,000,000	\$500,000	\$500,000	\$4,000,000
Grants Local Training Inst & Districts	\$150,000	\$300,000	\$300,000	\$200,000	\$150,000	\$150,000	\$1,250,000
Logistical Support for Field Activities	\$150,000	\$50,000	\$600,000	\$150,000	\$150,000	\$100,000	\$1,200,000
Subtotal Other	\$1,300,000	\$1,150,000	\$1,100,000	\$1,350,000	\$800,000	\$750,000	\$6,450,000
Program Support (including inflation)	\$275,000	\$543,253	\$634,780	\$585,800	\$575,947	\$646,220	\$3,261,000
USAID Project Assistance Subtotal	\$4,390,500	\$5,674,587	\$5,584,280	\$6,780,800	\$7,174,613	\$5,395,220	\$35,000,000
Non-Project Assistance	\$2,500,000	\$4,000,000	\$4,000,000	\$2,000,000	\$2,500,000	\$3,000,000	\$18,000,000
Host Country Contribution	\$2,800,000	\$2,900,000	\$2,900,000	\$3,100,000	\$3,100,000	\$2,900,000	\$17,700,000
Grand Total	\$9,690,500	\$12,574,587	\$12,484,280	\$11,880,800	\$12,774,613	\$11,295,220	\$70,700,000

CONDITIONS PRECEDENT AND COVENANTS

PROJECT ASSISTANCE

Conditions Precedent to First Disbursement

Prior to the first disbursement of project assistance under the Grant, or to the issuance by USAID of documentation pursuant to which disbursement will be made, the Grantee will, except as the Parties may otherwise agree in writing, furnish to USAID in form and substance satisfactory to USAID

A statement in the name of the person holding or acting in the Office of Minister of Finance, and of any additional representatives, together with a specimen signature of each person specified in such statement

USAID will promptly notify the Grantee when USAID has determined that the condition precedent has been met

It is not anticipated that there will be additional conditions precedent for the release of any subsequent tranches of project assistance funds

NONPROJECT ASSISTANCE

Conditions Precedent to First Disbursement

Prior to the first disbursement of nonproject assistance under the Grant, in the amount of Two Million Five Hundred Thousand United States Dollars (US\$2,500,000), or to the issuance by USAID of documentation pursuant to which disbursement will be made, the Grantee will, except as the Parties may otherwise agree in writing, furnish to USAID, in form and substance satisfactory to USAID, evidence that

(a) The Grantee will identify senior representatives of the Ministry of Finance and the Ministry of Education who will be responsible for assuring the implementation of the Model School Program, and specify the resources to be allocated to Model School Program activities for the forthcoming Ghanaian fiscal year

(b) The Grantee has developed policy and implementation guidelines for reducing the number of primary subjects and increasing instructional time for language, and disseminated these guidelines to district and school educational personnel

(c) The Grantee has conducted an analysis of educational personnel staffing and needs of the Ministry of Education and the Ghana Education Service at the central, regional, district and school levels, and implemented a plan for reassigning personnel in selected districts

(d) The Grantee has prepared an explicit plan for effective distribution, utilization and monitoring of instructional materials, and implemented the plan in selected districts

The tranche will be disbursed immediately after an approved Project Implementation Letter has been countersigned by the Ministry of Finance and the Ministry of Education confirming that the Conditions Precedent to disbursement have been met

The release of subsequent tranches of nonproject assistance will be subject to meeting additional conditions precedent that will be developed over the life of the activity

SPECIAL COVENANTS

The parties agree to carry out the terms of the following special covenants

(a) The GOG will conduct the annual Criterion Referenced Test and publicize the scores on a timely basis, including averages nationwide, by region and by gender

(b) The GOG will provide sufficient personnel and financial resources to implement the Strategic Objective Program and agrees to integrate successful elements of the program into the national educational system

(c) The GOG will furnish to USAID such reports and information relating to the Grant and the performance of the Grantee's obligations under this Agreement as USAID may reasonably request

APPENDICES

Introduction and Summary of SO 2 Analyses

Introduction

The purpose of this introduction and summary is to present the documentation to satisfy the analytical requirements for the Mission's strategic objective *Increased effectiveness of the primary education system*

One of the goals for USAID reengineering is to streamline the program development process and give missions greater flexibility in preparing design documentation. Under the new system, strategic objective plans and results packages have replaced project papers. According to the ADS guidelines (Section 202.5.5) many of the analytical requirements for new program activities have not changed. What is different however, is how mission's comply with and satisfy the analytical requirements. The USAID/Ghana SO team has determined that substantial analyses for the basic education program have been completed by the Ministry of Education and donors during the past eighteen months leading up to the development of the MOE's program for Free, Compulsory, Universal Basic Education (FCUBE). We have therefore, prepared the five required analytical summaries which include information from existing documentation, studies and data sources as they relate to the proposed USAID program. The five required analyses 1) technical, 2) administrative, 3) social soundness, 4) economic and, 5) financial are included in the SO package. A summary of the major findings from each of the analyses is provided below.

Technical Analysis Summary

The technical analysis examines the technical feasibility of the USAID program. The analysis confirms that USAID's program will support the GOG's policy and sector objectives to improve the quality and efficiency of basic education. The proposed school based reform interventions and decentralization of educational services are consonant with best practices that are being successfully used in other African countries. Specific new learning strategies and techniques that have been piloted in Ghana under USAID's CRIQPEG program will provide effective tools for improved teaching, pupil performance and community participation. The strategy to start in a selected number of schools and districts is technically sound, prudent, and will provide a basis for extending qualitative improvements nationwide. The SQS approach -- determining the threshold of conditions and processes that must be reached and maintained at each school for pupil learning to occur -- offers a powerful tool for making equitable claims on resources and measuring school progress. The SQS schools will have standards that are tightly focused on those conditions and processes that are essential to promote learning, leaving aside those elements that are desirable but not critical.

Administrative Analysis Summary

The Administrative analysis examines the MOE's organizational and technical capacity required to effectively manage and implement the sector reform program. The administrative analysis points out that the FUCBE initiative is a very complex undertaking that will require technical assistance, training, and organizational reform at the national, district and school level. Plans for restructuring the MOE/GES and redeploying staff are already underway. Developing administrative capacity at the school, district and national levels is an integral part of the fCUBE and USAID assistance program.

Achieving a shift in responsibility from the centralized to local institutions in a society historically marked by strong central control of resources and decision-making, will require a conscious program of decentralization including legal and administrative reform, and public awareness and skills training for local officials. USAID will play a major role in assisting the MOE to carry out this management reform program, particularly at the district and school community level.

Social Soundness Summary

The Social Soundness Analysis examines the socio-cultural feasibility of USAID's proposed activity including the potential constraints and benefits to the programs stakeholders. The analysis highlights that gender and geographical disparities, an erosion of parental confidence in the education system, and traditional top down management approaches are the principal socio-cultural constraints to improved quality at the school level. Achievement of the GOG/MOE goals for improved educational quality will require the support of parents, community leaders and local education officials.

In many school communities in Ghana, parents desire and are willing to contribute towards their children's education as evident in the successful efforts by PTAs and district assemblies to mobilize community support for education. To meet the fCUBE goals for improved school quality through decentralization and community participation, the MOE will have to intensify mobilization of community support for education and, inform and empower local authorities, school communities and parents to assume greater levels of responsibility and accountability for public and private investment in schools. USAID will be a full partner in this effort.

USAID's investments will be largely focused at the community level where a large part of the problem for unequal access rests. USAID interventions will help to ameliorate the quality problems by using acceptable standards of quality as defined by community members themselves. USAID's development of sustainable

transferable strategies for improving school quality will have a 'spread effect' on improving access and quality on a national scale, particularly for girls in underserved areas. In order for the benefits of the USAID activities to spread widely, the MOE and the FCUBE staff must be committed to demonstrating and replicating the conditions and strategies required for effective and sustainable schooling.

A summary of the key stakeholders and their potential costs and benefits for more responsibility and accountability is summarized in the attached table.

Table 1:
Program Stakeholder Summary-
Management Strengthening/Decentralization

Stakeholder	Potential Benefits	Potential Costs
Headquarter officials	Proactive empirically-based planning and resource allocation	Data-based rationalization of policies stricter deadlines for decision-making
Regional Directors	Relieved of data aggregation responsibilities greater equity of resource allocation in region	Loss of some personnel functions, shared access to data more M&E tasks
DEOs	Enhanced personnel roles, more autonomy in personnel and fiscal matters	Added responsibilities, need to acquire new management skills, new data collection and M&E tasks new supervisory roles
Circuit Supervisors	Enhanced role as instructional facilitator, training function increased	Shared sanction power with community need for more training, accountability
District Assemblies	Greater discretionary budget control (line item), access to supplemental funding in some cases	Must rationalize budgetary process accountability burden to community increased
School Management Committees	Role in resource (human and fiscal) oversight and co-monitoring school performance	Commitment of time Suppression of special interests community involvement required
Headmasters	More school-based authority, increased control of discretionary resources, Liaison w/ community	Shared oversight of school operations increased record keeping new training requirements
Teachers	Better access to instructional resources greater instructional support mastery of new teaching skills and material	Higher level of accountability new training requirements, redeployments and terminations
Parents	Greater involvement in school processes more direct say in defining and enforcing SQS	Greater commitment of time and effort, must become informed consumer legitimization of failure

Economic Analysis Summary

The economic analysis examines the macroeconomic context, economic benefits, costs and sustainability of the USAID program. The analysis points out that education is a critical element in Ghana's economic growth strategy. Investments in the sector will, over time, generate high social rates of return. The analysis concludes that the macroeconomic assumptions underpinning the FCUBE program, 5 per cent annual growth and continued high levels of GOG allocations for Basic education are sound and attainable. While the initial development costs for FCUBE and the USAID support program are high a cost-benefit analysis concludes that improvements in sector efficiencies and effectiveness are a worthwhile investment and will generate long term economic benefits for Ghana.

The USAID program will support the development and implementation of cost effective and sustainable policies and programs to improve classroom learning and system efficiencies. The USAID program will assist the GOG/MOE in reallocating funds for school and district level improvements and increasing non-salary expenditures.

Financial Analysis Summary

USAID's \$53 million Strategic Objective program contributes to a \$1.4 billion, host-country and donor, multi-year (1996 - 2001) program in Basic Education. Ghana already spends 39 percent of its non-interest, recurrent budget on education, demonstrating its commitment to the sector. Although non-salary items have received only a small and inadequate share of the total expenditures, the GOG is committed to improved spending patterns. Planned levels of sector financing are sufficient to meet the requirements of the sector program to which USAID is contributing and to assure adequate host-country contributions to USAID-funded initiatives.

The planned level of \$18 million in non-project assistance was selected to maximize improvements in the national education system given finite resources and complementary needs for technical assistance, training and support for community participation. NPA will encourage policy changes and supplement GOG budgetary resources. Technical assistance, training and community participation activities are designed to increase the productivity of expenditures in the sector, given resource constraints. Competitive, performance-based procurement of technical assistance and training will be used as a means to minimize costs for specified results package activities. School improvement grants will be provided to schools, districts, NGOs and community-based organizations on the basis of performance-enhancing criteria.

Technical Analysis

The technical analysis for USAID's proposed investment focuses on three factors that bear on the technical feasibility of the planned activities

- 1) Are the activities consistent with GOG/MOE policies and sectoral objectives?
- 2) Is there sufficient experiential and or theoretical evidence manifest in prior USAID and other projects to warrant confidence that the project objectives can be achieved?
- 3) Are Ghanaian personnel and infrastructural capabilities sufficient to ensure adequate implementation of proposed activities?

1 Are the activities consistent with GOG/MOE policies and sectoral objectives?

The long-term vision for Ghana is to become a middle-income country by the year 2020. Achieving an average annual increase in GDP of 5 % since 1983, Ghana reversed the economic decline of the previous decade. However, with a per capita GDP around US \$450, with one third of the population living below the national poverty line, and with a population growth rate of more than 3 per cent per annum, reaching this objective is an ambitious goal. Human resource development and improved education are central features for the GOG's long-term development objectives. In the short-term, the GOG has targeted improvements in the quality of basic education (grades 1-9) as a critical step to attaining human resource and economic development goals. The GOG framework for development also recognizes the constraints to achieving quality education including, poor quality of instruction, shortages of qualified teachers, inadequate facilities and instructional materials, weak administration and management, and limited access, especially for the poor and females. The Government maintains a commitment to expand, strengthen and improve the quality of its basic education system. The GOG's support for Basic Education is assured by the constitutional mandate that,

The Government shall, within two years draw up a program for the implementation within the following ten years, for the provision of free, compulsory and universal basic education (Article 39 (2) of the 1992 Constitution of the fourth Republic of Ghana)

FCUBE (Free, Compulsory, Universal Basic Education)

During the past two years the Ministry of Education has been developing the constitutionally mandated program for Free, Compulsory Universal Basic Education (FCUBE). In 1995 the Minister of Education introduced the FCUBE planning document which established the policy and programmatic framework for a Basic Education Sector Improvement Program (BESIP). The framework for the FCUBE program identifies critical areas for improving educational quality. These include improvements in curriculum and teaching, strengthening management to improve efficiency, increasing access and community participation, and rationalizing sector costs and financing. Through consultations with the Ministry of Education, USAID and other bi-lateral and multi-lateral development agencies (World Bank, ODA, UNICEF, GTZ) endorsed the FCUBE planning framework. There was broad consensus among all the donors that they would support the sector improvement program. However, there was also a recognition that the long-term goals for free, compulsory and universal education are extremely ambitious and unlikely to be achieved in a ten year period. The FCUBE program does identify the critical areas for improvement that are needed in the initial stages of the sector improvement program.

Continuing GOG commitment to primary education, at all levels of aggregation-national, district and local is critical to the success of this initiative. The commitment must be manifest through allocation of sufficient resources, devolution of control to districts, communities and school-based personnel, and successful mobilization of community members and parents in support of the initiative. The USAID/Ghana program will support key sectoral policy reforms and will assist in operationalizing program activities at the national, district and school level identified by the Ministry of Education as critical for sector improvements. These include:

1 Improving the Quality of Teaching and Learning

- curriculum revision to improve literacy, numeracy and establish learning goals
- development of an assessment and evaluation system to monitor pupil performance
- reduction of number of subjects in primary schools

2 Up-grading teacher skills, qualifications and training institutions

- improved performance standards
- improved personnel management systems

3 Improving the Quality of Education Management

- decentralization of responsibility and authority to the district and school community level
- improved information and financial management systems
- strengthening management capacity at the school and district level

The proposed USAID program will provide direct support to assist the Ministry's policy reform agenda and sectoral objectives for improved school quality and improved system efficiencies

2. Is there sufficient experiential and or theoretical evidence manifest in prior USAID and other projects to warrant confidence that the project objectives can be achieved?

The USAID program is designed to support sector improvements through an integrated and multi-level approach that focuses on school -level improvement and strengthening systems that support effective teaching, learning and management. The USAID program addresses critical constraints to quality education and focuses on improvements in teaching practices, school and district management, and community participation. At the national level the strategy includes policy reforms necessary to support changes and improved performance at the school, district level and national level. The linchpin for this school and system improvement approach is the use of school quality standards (SQS)

School Quality Standards (SQS)

USAID has pioneered the use of developing a system for identifying threshold quality standards as a planning and management tool to establish benchmarks and monitor progress for improved school and system performance. Different variations on the school quality standards (SQS) approach are currently in use in Ethiopia, Benin, Namibia, and Guinea. SQS is a valuable tool for defining and establishing minimal conditions for ensuring that quality teaching and learning can occur. The concept and its application has substantial relevance for primary education in Ghana.

There is considerable variability in the conditions and contents of primary schools throughout the country. School in rural areas, for example are more disadvantaged than urban schools. Many schools lack the physical infrastructure, trained teachers and instructional materials needed as a minimum requisite for teaching and learning. Establishing mechanism for measuring physical conditions and accounting for teachers and instructional materials is both desirable and achievable. However, even if country-wide acceptable norms defining quality standards are developed,

applying them will be difficult without substantial management reform and personnel development

SQS enables a wide range of stakeholders at the school, district and national level to participate in the process of defining essential inputs, processes and outcomes that result in quality schooling. This participatory process enables citizens and educators to better understand the essential characteristics of good schools and the minimal conditions under which effective learning can take place. The body of literature on effective schools is well developed and the empirical research has been validated in Ghana through CRIQPEG and other research studies referenced in the bibliography Annex to the analyses. Introducing the SQS concept is a means to concentrate attention on issues that heretofore have inhibited the creation of conditions conducive to learning.

It is doubtful that parents and community leaders can independently define with insight and appropriately weighted priority, the key components of the SQS matrix. Success of the SQS effort will depend heavily on three critical activities:

- 1) the development and implementation of a simple but accurate, participative education management and reporting system
- 2) a well designed and managed long-term social marketing and information dissemination campaign targeted at local populations,
- 3) development and use of incentives and sanctions for meeting standards as set by agreements reached among several central, local and district and community officials

Personnel reform

The GOG and MOE recognize the need to reform the position descriptions and standards of performance for local education personnel, and this reform is part of the FCUBE initiative. New performance criteria tied to an enforceable evaluation process is the sine qua non for system wide improvements in teaching.

An abundance of research points to the importance of linking educational inputs to student achievement. Teachers and administrators who manage instructional materials and time effectively are central ingredients in the linkage. USAID's experience with PREP gives substance to the fact that inputs alone will not necessarily produce results. Teachers and administrators must be held accountable for their time and efforts. Consequently, evaluation systems must measure not only students performance but

also that of instructional and management staff. In each instance, results must be tied to expectations as realistically and empirically established, and they must be measured in consistent and responsible fashion.

There is a general consensus that the majority of the primary teachers in Ghana are poorly qualified and motivated. In-service training program as planned will be successful if the MOE's plans to demobilize incompetent and incapacitated teachers are implemented and the new standards for performance and remuneration are instituted. The long-term solution to improve the teaching standards and performance rests in a strengthened pre-service teacher training program, and enforcement of recognized and accepted standards of performance. USAID's strategy to improve teacher standards, management and performance will require collaboration on interventions planned to revamp the certification and diploma programs at the Teacher Training Colleges throughout the country.

Improved District and School Management

USAID's attention to staff development and improved management at the headmaster and district official level is extremely well placed. One of the core components of effective teaching is maximizing instructional time. Research indicates that in many developing countries, the percentage of instructional time actually used for pedagogical purposes runs as low as 10 percent and often not higher than 25 percent. Management of instructional time without adequate and informed supervision by the headmaster and sanctions controlled by both the headmaster and community is unlikely to be effective. Yet most headmasters in Ghana have been appointed on the basis of seniority, not competence, few communities have any leverage over poorly performing teachers, even those whose efforts are rendered virtually ineffective because of high rates of absenteeism and little classroom contact with students.

USAID's training and TA efforts to improve classroom and school level management and to redefine the roles of school and community managers is a vital step towards improving student performance. This process will require a carefully integrated package of short and long-term interventions and the integration of the efforts of multiple donors and most importantly, the commitment of the MOE and GOG to management and personnel reform.

USAID efforts will focus on in-service training for teachers, circuit supervisors, headmasters and other district level officials in at least 330 school communities. USAID will provide immediate and broad support while longer-term pre-service reforms are being enacted. The lessons learned from the pilot in-service efforts will ultimately be transferred to other schools and will strengthen the existing teaching core and reinforce the skills developed in teachers trained under the new pre-service scheme.

Community participation in improving educational quality

Experience from more than a decade of education development efforts around the world unequivocally points to the importance of community participation in the education of primary age children. Local involvement can contribute to greater quality, and more efficient use of resources. From a quality perspective, empowering local officials to monitor school standards and teacher and headteacher performance places control of unacceptable behaviors at the community level where it is most observable and most quickly remediable. Efficiency is fostered by enabling context-specific adjustment in resource allocation, flexibility in scheduling to compensate for labor services required of children by families, and in enlisting familial support and community pressure to achieve universal enrollment and maximum attendance. Resource generation can be enhanced using a mixture of local and central government resources, allocating block grants to local communities with certain performance or equity-based conditionalities attached.

The USAID program will address all of these themes and will place heavy reliance on establishing and nurturing community-based School Management Committees. Since SMCs represent a new community based organizational unit and the roles and responsibilities of the SMC's vis a vis the already established PTA and the district education authorities have not been worked out, technical assistance will be required by local and external consultants to ensure that SMC roles are clearly defined, communities are trained to carry out their roles and lessons learned from USAID's assistance can inform the district and national policies. Initially increased community participation will require that social marketing and training efforts be concentrated at the local level.

Although Ghana has a rich tradition of community participation in schooling, currently there is a low level of shared responsibility between central and local authorities for public investments. Consequently the shift in authority and responsibility will require a delicate balance between newly accorded autonomy and the accountability that must accompany this control, if it is to have long-term positive impact. Experience in other countries indicates that the contribution of SMC's is most likely to be recognized in the form of infrastructure development and labor. In Ghana, communities engaged in cost sharing education infrastructure projects has met with mixed results. In hierarchical management environments, SMC members are unlikely to become involved in school management issues until the climate fostering community level participation in substantive matters is encouraged and institutionalized at the upper levels of the hierarchy.

Not all communities in Ghana are equally ready to participate fully in local school development schemes. USAID's strategy is, by design, cautious. By establishing three tiers of schools, each of

which will require different levels of assistance, USAID will be testing development hypotheses under conditions that reflect schooling through the country. By focusing first on those communities which evidence greatest interest in and capacity for enhanced involvement, USAID will be able to help develop strategies, materials and procedures which, when field-tested, hold greatest probability for success in other regions of the country. Establishing community involvement that is both widespread and informed, will be a difficult process. However, the success of the effort is perhaps one of the most tangible manifestations of the transition to democratic rule and perhaps the single most effective way to ensure increased accountability at the school level.

Curriculum, Instructional materials and technology

Although education reform has been on-going for the past decade, substantive aspects of the primary curriculum have been largely neglected and the development of quality teaching and learning materials under emphasized. Pupil student achievement is very disappointing, recent samplings of primary pupils indicate that only 3 percent have satisfactory scores in English and less than two percent in mathematics. Among the facts cited causing this poor performance are

- an overly ambitious curriculum that is burdensome both to teachers and to pupils,
- lack of learning materials and even where available, ineffective and in appropriate use of the them,
- ineffective use of instructional time,
- lack of clarity and appropriateness of instructional objectives

Eliminating these barriers to quality teaching and learning is the central challenge to the FCUBE initiative. Research findings from around the world on factors indicate that factors bearing the greatest impact on the quality of schooling are the availability and use of books and other learning materials, availability and use of instructional time and the quality of the curriculum. Experience in Ghana from the CRIQPEG project further indicates that teachers who have an opportunity and facilitation to reflect on classroom interactions can develop steps for shaping educational reform at the classroom level. Materials that are developed in collaboration with the end-users have a higher probability of being used, and used effectively than those that are developed and passed down from central authorities.

USAID had been a leader in curriculum design and evaluation with notable successes in Jamaica, Pakistan, Indonesia, Botswana, Malawi, Egypt and elsewhere. That experience coupled with lessons learned from other experiments with "self-instruction" modules,

in-service teacher training, and performance assessment ensures that there is a sufficient and well-developed body of literature and experience from which to draw in shaping this component of the project

USAID also has more than two decades of experience with instructional technologies such as interactive radio instruction (IRI). IRI has proven to be a cost-effective way of facilitating in-service teacher training, teaching English and Maths, and upgrading skills of officials at the district level. It seems most likely that this form of highly structured oral-aural instruction makes significantly better use of training time, especially in remote areas where transportation and accommodation is difficult. In collaboration with the Ministry's Non-formal Education division, school broadcasting program, and the MOE plans for using distance learning methodologies, USAID can build on a long and rich history of successful efforts in radio education. The USAID feasibility study for using interactive radio instruction provides the rationale for, and the condition under which, such a program could contribute towards improved teaching and learning.

3 Are Ghanaian personnel capabilities sufficient to ensure adequate implementation of proposed activities?

Globally, educational management has been severely neglected, especially in developing countries. Investments in educational quality and efficiency have focused primarily on training and materials, and not on the motivations and skills of the users and the efficacy with which time and the resources themselves have been used. In Pakistan, Egypt, Indonesia, and elsewhere, USAID projects have demonstrated the importance of developing management skills at the local level. These efforts have several different impacts:

- a) performance deficiencies at both the school and classroom level are more easily identified and remedial actions taken to bring about greater adherence to agreed upon norms,
- b) data collection is more accurate and more timely, especially if local officials can see how the efforts will benefit them,
- c) supervision and evaluation is more objective, performance based and centered on criteria that are meaningful to the instructional process and administrative processes,
- d) local defined objectives are developed with greater confidence and relevancy

ANNEX 1

Improving the quality of district office personnel supplying the offices with needed equipment and job related tools and materials is a multi-year job and will require the cooperation of all of the donors and the District Assemblies and local officials. In order for this component of the program to be successful, the GOG must also achieve its personnel and decentralization reforms and substantial skills training and personnel reallocation will need to take place. These objectives and those of USAID for this component can be realized, but it is likely to be at least a decade-long process.

The education sector in Ghana is managed by three sets of institutions which bear on the feasibility of the USAID program. The Ministry of Education, the Ghana Education Service (including both central and district levels), and local school staff including headmasters and teachers. The MOE formulates education policy, sets objectives and defines resource allocation by district and line item. The GES has responsibility for implementing policy, monitoring activities and for holding local official accountable supervision and inspection. By general admission, the GES has not satisfactorily supported the District Directors of education and their staff in terms of technical assistance or administrative authority. The GOG and MOE recognize the need to strengthen as well as streamline the centralized decision making apparatus as well as to equip senior officials with the ability and tools to engage in more timely and empirically based decision-making.

The MOE/GES is being restructured under the guidance of NIRP/CSPIP, the GOG body responsible for public sector and financial management reform. Under this reform effort more than 100 Ministry bodies and sub-organizations, including the MOE have been exposed to diagnostic workshops and self appraisal exercises. In tandem with these efforts, and in order to capitalize on the GOG's mandate for administrative reform, USAID will support efforts to rationalize further the decision-making process and capabilities within the central ministry and to enhance both the theoretical and empirical basis for policy analysis and resource allocation by central ministry officials.

In the long-run the MOE must develop its own source of qualified and well trained individuals to make policy decisions, to define and assess investment options, and to manage resources and initiate change in the education system. USAID's efforts under this program will strengthen linkages to existing institutions such as CRIQPEG, UCC, and others. USAID will also provide support for short and long term training which will strengthen Ministry units and provide long term solutions to the development of Ghanaian capacity to lead educational reform. USAID initiatives in Indonesia, Botswana, Jamaica and Pakistan have demonstrated the need for and benefits from the new insights and skills developed from long-term training. It is doubtful that lasting change in quality management and to a lesser extent, teaching, will occur unless a sufficiently large cadre of well informed leaders are

exposed to different styles of management and instruction than those currently found in Ghana. The development of new leadership in the education sector will be a multi-donor, multi institutional effort that will require careful coordination and mutual support. USAID will help to ameliorate the shortage of competent leadership through short-term, high impact assistance to institutions charged with leadership development, and be providing support for external training and internships that will help to define a new vision of and standards for sectoral leadership. Experience from PREP points out however, that even short-term training requires skills development, reinforcement, and monitoring over a sustained period of time. Developing a cadre of personnel with skills to better plan, manage and monitor educational activities is achievable during the life of the program.

SUMMARY OF FINANCIAL ANALYSES

I. Abstract

USAID's \$53 million Strategic Objective program contributes to a \$1.4 billion, host-country and donor, multi-year (Phase I 1996 - 2000) program in Basic Education. Ghana already spends 39 percent of its non-interest, recurrent budget on education, demonstrating its commitment to the sector. Although non-salary items have received only a small and inadequate share of the total expenditures, the GOG is committed to improved spending patterns. Planned levels of sector financing are sufficient to meet the requirements of the sector program to which USAID is contributing and to assure adequate host-country contributions to USAID-funded initiatives.

The planned level of \$18 million in non-project assistance was selected to maximize the likelihood of improvements in the national education system given finite resources and complementary needs for technical assistance, training and support for community participation. NPA will encourage policy changes and supplement GOG budgetary resources. Technical assistance, training and community participation activities are designed to increase the productivity of expenditures in the sector, given resource constraints. Competitive, performance-based procurement of technical assistance and training will be used as a means to minimize costs for specified results package activities. Matching grants will be provided to schools, NGOs and community-based organizations on the basis of performance-enhancing criteria.

II Sector Financing

Background Ghana is embarking upon a \$1.4 billion, host-country and donor, multi-year (Phase I 1996 - 2000) program in support of its objective, "Free, Compulsory, Universal, Basic Education (FCUBE)." Although USAID has endorsed FCUBE as a planning framework, there is a recognition that the long-term goals of free, compulsory and universal education are ambitious and unlikely to be achieved within the next ten years. Nonetheless, USAID accepts the FCUBE program as administration of the GOG's commitment to improving the quality of basic education in Ghana. In consultation with the GOG and other donors, USAID has identified a series of interventions to improve primary education. The Results Package descriptions for USAID's Strategic Objective in Primary Education identify a flexible strategy for the implementation of a number of activities. USAID funding for primary education will be additional to that provided by the GOG, World Bank and other donors. Although the sector will continue to face financial constraints, projected financing is sufficient to advance the GOG's FCUBE program and to permit achievement of USAID's Strategic Objective, "increased effectiveness of primary education."

The GOG has demonstrated a commitment to financing of basic education over the past decade. As noted in the World Bank's Appraisal Report, Ghana's education budget, as a share of GDP, increased from 1.4 percent in 1983 to 3.8 percent in 1994. Education spending has averaged 39 percent of non-interest recurrent expenditures of the GOG over the past five years. Basic education (primary and junior secondary) receives nearly 65 percent of this spending.

The GOG accounts for nearly two-thirds of recurrent spending on basic education, donors, 10 percent, and households, the remaining 25 percent. Capital costs are borne by the Districts, largely through reliance on the District Assemblies' Common Fund allocations from the GOG and by the donors.

During the first phase of FCUBE, 1996 - 2000, GOG real spending on public education is expected to grow by 5 percent per year, in line with GDP growth projections. The FCUBE program will cost between \$270 million and \$290 million per year, with the GOG contributing 62 percent. This will be equivalent to 38.8 percent of the total GOG budget, in line with current trends. The GOG and MOE are committed to funding salaries and administrative costs, and to increase non-salary expenditures in basic education by 10 percent per year in real terms. Districts, through use of the District Assembly Common Fund, are expected to increase capital spending.

Analysis A structural weakness of the GOG's education budget is the high proportion of recurrent spending that is allocated to personnel salaries and benefits. Personnel emoluments account for 85 percent of total MOE/GES expenditures. At the school level in basic education, 98 percent of spending goes to salaries and related personnel costs. This allows little for school operations, maintenance, and the improvement of classroom instruction. At the same time, teachers feel underpaid and greater incentives are required to improve teacher performance.

GOG, World Bank and USAID analyses also indicate the need for greater efficiency in educational administration. There is scope for limiting the growth in administrative costs, in part by reassigning qualified teaching personnel who are presently holding administrative posts.

The commitment to free education, embodied in Ghana's Constitution, is problematic. While textbooks, tuition and school equipment are to be provided free to primary students, parents are expected to pay school levies or fees imposed by Districts, communities or PTAs, and for stationery, meals and transportation. At the same time, no student is to be sent out of school for failure to pay levies, fees or similar costs. Parents typically spend from \$10 dollars in rural areas to \$40 in urban centers for the educational costs of their families. For the system to expand and quality to improve, mechanisms to recover more of the

educational costs from those who are able to pay must be developed

Table 1 FCUBE Costs and Sources of Financing,
1996 - 2000 (\$US millions)

Total Program Costs		Sources of Financing	
Component	Total	Source	Total
Betterment Activities		Ghana	
a Enhanced Quality of Teaching/Learning	\$141 4	a Ministry of Education	\$836 4
b Management for Efficiency	32 4	b Districts	37 7
c Improving Access and participation	67 8	c Communities/Parents	246 9
subtotal	241 6	subtotal	1120 92
Other Basic Education Sector Costs		Ongoing Donor Financing	
a Administration and Support	82 1	a World Bank	46 0
b Teachers' Salaries	704 8	b USAID (PREP)	5 0
c School Operation and Maintenance Costs	37 7	c Britain (ODA)	1 5
d Private (Household) Spending	247 1	d UNICEF	1 5
e Ongoing Donor-Supported Activities	37 9	subtotal	54 0
subtotal	1109 6	Proposed Donor Financing	
Total Program Costs	1351 2	a World Bank (BESIC)	50 0
		b Britain (ODA)	23 0
		c USAID (SO 2)	53 0
		d Germany (KfW/GTZ)	25 0
		e Others (to be determined)	
		subtotal	151 0
		Total Financing	1325 9
		Financing Gap	-25 3

Source Basic Education Improvement Program, Staff Appraisal Report World Bank May 1996

External assistance will be required to finance growth and improvement in basic education. Estimates of the sector financing gap vary. The World Bank estimates an aid requirement of nearly \$50 million per year, most of which is already covered by planned assistance including the \$50 million BESIC and USAID's planned \$53 million program. The Bank and the MOE present alternative scenarios, with external financing requirements varying between \$35 million and \$55 million per year, based on differing assumptions about economic growth, increases in enrollment, increases in teacher salaries, and estimates of spending on improving the quality of teaching and learning (FCUBE Component 1). DeStephano and Hartwell question the FCUBE assumption of a 100 percent gross enrollment rate by the year 2005. On the basis of an 85 percent GER by 2001, they project a minimum external financing requirement of \$12 million per year, exclusive of capital costs.

Conclusion On balance, the analyses of sector financing availabilities support the conclusion that with expected levels of GOG, household and donor spending, the FCUBE program, and USAID's strategic objective are feasible financially. Primary education will continue to face tough and competing demands for scarce resources. FCUBE responds to this through a flexible, common Operational Rolling Plan, and through an emphasis on increasing the efficiency of educational management, as well as the effectiveness of classroom instruction. Free education is problematic and must be reassessed. Parents and communities must make a growing contribution to education financing. Similarly, as noted by DeStephano and Hartwell, realistic estimates of growth in enrollment are necessary to facilitate efficient resource allocation. A significant role for private schools is also envisioned by the GOG and World Bank. Overall, progress in sustainable financing for primary education is expected over the next five years, but donor resources will likely be needed well beyond the end of the first phase of FCUBE.

III Strategic Objective Financial Plan

USAID's \$53 million contribution to **primary education** is equivalent to nearly 10 percent of the GOG's projected recurrent spending for the period 1997 to 2001. By the same token USAID's \$53 million is 50 percent larger than the government's own budget for recurrent non-salary expenditure. The USAID program is comprised of \$18 million in non-project assistance and \$35 million for technical assistance, training, instructional materials, community-based activities and program support.

Non-Project Assistance Non-project assistance supports both Results Packages and will be managed as part of Results Package Two, but cash disbursements will not be attributed to specific activities or budget line items. USAID Ghana's planned level of \$18 million in non-project assistance in FYs 1996 to 2002 was selected to maximize improvements in the national educational

system given finite resources and complementary needs for technical assistance, training and support for community participation. NPA will provide leverage to encourage policy changes, and supplement GOG budgetary resources. The policy initiatives will have a direct budgetary impacts for the GOG, districts and local communities over the life of the program, such as costs associated with a) integrating continuous student and teacher assessment into instruction and management systems, b) transferring personnel, c) building capacity for devolution of authority to the districts, and d) increasing non-salary, recurrent expenditures on primary education.

Development Activities USAID's projectized assistance will support seven principal activities. This assistance contributes co-finances or complements the various initiatives of the GOG, districts, communities and other donors. The rationale for the USAID interventions is to maximize the effectiveness of primary education subject to the systems resource constraints. Competitive, performance-based contracting will be used as a mechanism to maximize cost-effectiveness of activities. Matching grants will be provided to schools, NGOs and community-based organizations on the basis of performance-enhancing criteria.

The Results Package descriptions identify the resource requirements for each of the seven activities. Since the Strategic Objective program is flexible, further analysis of costs will be required prior to making sub-obligations. Nevertheless, given the substantial resources programmed for the sector by the GOG, USAID and other donors, it is expected that sufficient resources will be available for accomplishing USAID's Strategic Objective.

Broad impacts of the Strategic Objective Program will be national in scope. Although RP1 will focus activities on model schools, the intention is to identify improved practices which may be replicated, to the benefit of all students in Ghana. RP2 pursues policy initiatives at the national level, support both by project and non-project assistance. In broad terms -- based on an average of 2.3 million primary students over each year of the six-year program -- USAID's \$53 million program will contribute, on average, nearly \$4.00 per student per year.

The Model School Program, at a cost of \$23.5 million, will be practiced in 330 schools -- with approximately 75,000 students benefitting directly. Taking into account the phasing of activities, RP1 will contribute to improved learning conditions, instruction, materials, and community support at a cost of \$140 per direct beneficiary per year. The basic model school package of furnishings and learning materials will be introduced at an average direct cost of \$62.50 per student. A major cost element is rehabilitation and construction of facilities at the 330 model schools. Assuming a 20-year life of these facilities, the undiscounted cost for facilities improvements is \$4.00 per student.

per year, inclusive of USAID construction and supervision costs. The training of teachers, headteachers and circuit supervisors is another significant cost element in the model school program. However, through in-country and, primarily, in-service training, costs of training will be contained to an average of between \$600 and \$700 for the majority of the more than 3,000 trainees.

Conclusion Relative to the activities that will be undertaken, the projected financing appears reasonable, and realistic, leading to the conclusion that adequate resources will be available to accomplish USAID's Strategic Objective. However, given the large financial requirements for some of the major activities under FCUBE, and the fact that many of the program costs will be front-loaded, there is a risk of delays in the timely allocation of funds by the GOG. Program conditionality introduces a process of annual consultation involving the Ministry of Finance, MOE and USAID to minimize this risk and to set realistic objectives on a yearly basis.

The program has clear implications for the GOG, districts and communities in terms of recurrent costs for instruction materials and building maintenance. For this reason, the program emphasizes the development of low-cost models and consistency with the GOG's own emphasis on increasing non-salary expenditures and shifting discretionary spending authority to the districts and communities. To assume this authority, districts will require assistance in financial management, and this is built into the USAID program. In addition, there is a need for extensive coordination between USAID and its development partners.

Finally, in order to assure that USAID funds are being used effectively, further reviews and refinements of financial plans for individual activities must occur prior to sub-obligation. USAID should seek economies through the clustering of model schools, in order to minimize coordination and logistics costs, and through the selection of sound, but low-cost designs for the construction of new facilities.

Endnote The Primary Education Strategic Objective Team is required to demonstrate that it has analyzed the financial feasibility of activities or groups of activities prior to their approval and implementation. Strategic Objective Teams, in developing and managing activities under approved strategies, are required by ADS Section 202.5.5, to

"select development strategies that seek to maximize the probability of achieving approved objectives and minimize costs, including USAID management costs, examine design feasibility, soundness, and cost-benefit or cost-effectiveness, including careful consideration of alternate approaches and alternative delivery mechanisms and reporting on the costs and risks associated with USAID-financed activities

References USAID's Strategic Objective complements the GOG's Free, Compulsory Universal Basic Education Program and the World Bank's Basic Education Sector Investment Credit (BESIC) Principal data and analysis on the financial feasibility of these programs are provided by the Results Package Descriptions [dated], the GOG's Basic Education Sector Improvement Program Policy Document, and the World Bank's Staff Appraisal Report for BESIC An April 1996 Memorandum by Joe DeStephano and Ash Hartwell also contains relevant analysis

ECONOMIC ANALYSIS

I Abstract

Education is a critical element in achieving economic growth and is a key component of Ghana's economic growth strategy. USAID's Primary Education Strategic Objective is a major element in the Government of Ghana's Basic Education Program. The World Bank has estimated high economic rates of return to investments in basic education in Ghana. However, these rates of return can only be achieved if education is effective. The focus of USAID Ghana's activities is on improved classroom instruction, with improvements in management, materials, and enhanced community participation playing a supportive role. These activities involve investments of a social nature, that is they are characterized by high initial costs with returns accruing much later in the future. Macroeconomic and fiscal conditions are sufficiently conducive to program success and cost-benefit analysis suggests that USAID's investments will pay for themselves over time through their substantial rates of return.

II Macroeconomic Context

Ghana has made significant economic progress since the adoption of an economic adjustment program in 1983. Per capita incomes average \$450 per year. The current economic outlook is colored by the approach of the Presidential and Parliamentary elections, scheduled for December 1996. In the run-up to multiparty elections in 1992, the military-led government rapidly increased public expenditures, primarily for an 80 percent civil service pay increase. This touched off a wave of inflation and knocked economic growth off its pace of 5 percent per year. Macroeconomic performance since 1992 has been weak. Inflation topped 70 percent in 1995, while GDP growth recovered to only 4.5 percent, from 3.9 percent in 1994, despite improved harvests and strong export performance.

Although the GOG has made some progress in containing expenditures and reducing inflationary pressures in the first half of 1996, there is considerable uncertainty regarding the latter half. Civil servants have received a 30 percent salary increase, so far this year, but it is not known whether this will be raised again. Interest rates remain high and business activity is flat.

The most likely scenario is that Ghana will endure moderate slippage in its macroeconomic management leading up to the election and through a post-election transition period. Despite the outcome of the elections, Parliamentary debate is likely to become more contentious and there will need to be more give and take between the Parliament and the Government. Under this scenario, the economy will establish greater stability during the course of 1997 and 5 percent growth rates will be regained or

surpassed. An alternate scenario, with major lapses in macroeconomic management or political paralysis in the new year is less likely, but does suggest the risk of delayed recovery.

Ghana's Free, Compulsory, Universal Basic Education Program incorporates financing projections based on an assumption of 5 percent annual economic growth, although it retains flexibility through annual operating plans. Ghana's current macroeconomic program projects slow growth in public revenues in 1997, rising to over 5 percent per year by 1998. On average, over the past five years, education has absorbed 39 percent of the GOG's non-interest, recurrent expenditures and 3 percent of capital expenditures.

Since 85 percent of MOE expenditures are devoted to personnel salaries and benefits, non-salary expenditures in education are highly vulnerable to increases in public salaries. This is especially true at the school level in basic education, where personnel account for 98 percent of expenditures, leaving little for operations, maintenance and teaching materials. To address these risks, the GOG is committed to allocating a minimum of 38.8 percent of its budget to education, with 65 percent earmarked for basic education. In addition, it plans to increase non-salary recurrent expenditure by 10 percent per year. The World Bank estimates that non-salary costs will account for 17 percent of the MOE's recurrent expenditures on FCUBE between 1996 and 2000.

Sector financing is therefore vulnerable to disruptions in growth in the economy and revenues, as well as real increases in personnel costs. As a result, the GOG program for basic education, and USAID's contributions, have built-in flexibility. On balance, the GOG appears likely to maintain growth in expenditures for basic education and to improve the allocation of resources in favor of needed, non-salary costs.

III. Returns to Investment

Education is a critical element in achieving economic growth in developing countries and is a key component of Ghana's economic growth strategy. A number of studies have shown that adults in developing countries with higher levels of education have higher rates of paid employment, higher individual earnings, greater agricultural productivity, lower fertility, and better health and nutritional status than adults with lower educational attainment. Education has significant effects on earnings. Primary education has been found to have the highest private and social rates of return in the sector. Social rates of return have been estimated at 27 percent for completed primary school, 16 percent for secondary school and 13 percent for higher education. Private rates of return to education are significantly higher than social returns in developing countries.

A World Bank review of eighteen developing countries studied found a strong relationship between education and agricultural efficiency as measured by crop production. The review concluded that if a farmer completed four years of primary education, his or her productivity was, on average, 8.7 percent higher than a farmer with no education. In cases where complementary inputs were available, the annual output of a farmer who had completed four years of primary education was 13.2 percent higher.

There is further evidence that education benefits women through increased earnings, improved health and lower fertility. The benefits of investing in girls' education accrue to society as a whole.

IV Benefits and Costs of USAID Program

USAID's \$53 million Primary Education Strategic Objective is a major element in the Government of Ghana's Free, Compulsory, Universal Basic Education Program. The World Bank has estimated high economic rates of return to investments in basic education in Ghana. Based on average private expenditures of \$18 per primary student and public expenditures of \$62 per student in 1992, private rates of return for primary education are estimated to be 36.8 percent. This compares to 22.7 percent for junior secondary, 18.8 percent for senior secondary and 17.2 percent for higher education. Social rates of return are 29.2 percent for primary, 18.1 percent for JSS, 16.3 percent for SSS and 9.0 percent for higher education. Private returns are higher because the public sector carries many of the costs of education. However, these rates of return can only be achieved if education is effective.

USAID's program is designed to provide cost-effective interventions to improve the effectiveness of primary education. No attempt is made in this analysis to provide separate economic rates of return estimates for the USAID activities since they are integrated into the broader GOG and donor, FCUBE program. Rather, benefit and cost issues are treated qualitatively.

Benefits Whereas the financial analysis looks at costs per student in the system, economic analysis takes into account the fact that the stream of benefits accruing to students will occur well into the future. Since primary school lasts for six years, planned activities will have only a modest effect on students completing primary school before 2001. Passing rates on tests administered at the end of grade six will not begin to peak until 2005 to 2007, when students have made it all the way through the improved school system. Moreover, economic benefits will only begin to accrue as students enter the work force, whether after grade 4 or after an advanced university degree. The cohort entering primary school in 2000 will continue to enter the work force well past 2020. It is further expected that the success of schools and districts receiving direct USAID assistance will spread and continue to develop well after the end of the USAID

assistance Society will also tend to benefit from lower demands on the health system, resulting from increased knowledge and from lower fertility. In addition, planned investments in education should serve to make the substantial resources going into education more effective, thereby reducing waste. Currently, with primary education expenditures accounting for absorbing approximately 1.5 percent of GDP, and fewer than 3 percent of student completing six years of primary studies with passing test scores, annual waste in primary education exceeds \$100 million.

Costs Education competes for the scarce resources of the Ghanaian people and of the Government. At the household level, it often requires that income be foregone in the short run and other expenditures must be deferred. At the macroeconomic level, public spending for education competes for scarce investment capital. Direct costs of the FCUBE program have been identified in the program documents and include resources of the GOG, communities, parents and donors. These costs are relatively high at the beginning of the program as changes are introduced and this forms part of the rationale for donor assistance. It should be noted as well that social investments of this type are not directly income generating yet debt repayment obligations are accumulated. USAID's contribution is, however, in the form of a grant.

Sustainability The implication of the cost-benefit analysis is that the investments pay for themselves over time through their substantial social rates of return. Yet, in the near term, per-student recurrent and capital costs are increased. The financial plan calls for reallocating funds within the education sector and keeping growth in the education budget in line with overall budgetary and economic growth. Greater community and family contributions are also needed. USAID will assist districts and schools to improve financial planning and analysis. The School Quality Standards approach will be applied to make realistic estimates of available resources and to use them most effectively. The required changes in the educational assistance are so massive, and the potential returns so high that the need for donor assistance will likely continue well beyond the horizon of the current USAID strategic plan.

Use of Non-Project Assistance USAID Ghana's planned level of \$18 million in NPA, to support the Primary Education Strategic Objective in FYs 1996 to 2001, was selected to maximize the likelihood of improvements in the national educational system given finite resources and complementary needs for technical assistance, training and support for community participation. These cash disbursements will supplement Ghana's foreign exchange and budgetary resources and encourage policy changes. Four policy areas are addressed: revising curriculum, instruction and assessment, improving the educational personnel management system, devolution of authorities and responsibilities to districts and communities, and, utilization of school quality information for sectoral planning.

Non-project assistance takes the form of a cash disbursement. This NPA complements technical assistance, training and community participation activities. A cash disbursement approach was selected after taking into consideration the needs and the demonstrated capacity of the Ghanaian authorities to manage a market-oriented foreign exchange allocation system. At the end of 1995, Ghana had a balance of payments, current account deficit of \$140 million, or more than 2 percent of GDP, foreign exchange reserves equivalent to 5 months of imports, and a debt to GDP ratio of over 80 percent.

What was, until recently, a foreign exchange auction system has evolved into a free and open interbank market. There are no restrictions on the purchase or borrowing of foreign exchange for commercial transactions. Travelers may be subject to a \$5,000 ceiling on foreign exchange for personal use. To obtain foreign exchange, an individual or company merely completes a transaction with a commercial bank, or for smaller amounts, with one of numerous foreign exchange bureaus. The gap between the exchange rates at foreign exchange bureaus and those of the commercial banks is generally under 5 percent, demonstrating market integration and freedom, and reflecting differential transaction costs and short-term fluctuations in supply and demand at different locations.

The Central Bank buys and sells foreign exchange through the interbank market to stabilize the value of the cedi. As a result, there are periodic shortfalls in the availability of foreign exchange, as confirmed during discussions with participating banks. The cash disbursements to be made under this program will contribute to correcting these shortfalls.

Alternate Approaches In developing its Strategic Objective, USAID considered alternate approaches. Primary education was chosen because of its relatively higher rates of return. Previous Mission experiences with providing essential inputs into the education sector have had a limited impact on improvement in teaching and learning at the school level. It was also determined that policy changes and development activities must go hand-in-hand. Mission analysis also showed that further capital development must be considered as part of broader concurrent efforts to improve school quality. In the same vein, the Mission found that, although gender and geographical disparities within the education system exist, low levels of learning are found uniformly in regions and districts throughout Ghana. Gender and equity concerns are therefore integrated into the overall effort to increase the effectiveness of the system.

The focus of USAID activities is on improved classroom instruction, with improvements in management, materials, and enhanced community participation playing a supportive role. While each of the major activities might make a contribution in its own right, in order to accomplish the desired results and for purposes

of economic analysis, the USAID activities must be considered as a mutually-reinforcing whole

V Conclusion

On the basis of the foregoing considerations, the macroeconomic and fiscal conditions are sufficiently conducive to program success, and the program is justified on economic grounds

References See, World Bank, Basic Education Sector Improvement Program, Appraisal Report, May 24, 1996, an April 1996 memorandum from Ash Hartwell and Joe DeStephano (Memorandum, April 1996), and, Abraham L Usman (Memorandum on Returns to Investment, June 14, 1996

Social Soundness Analysis

Introduction

In order to ensure the viability of USAID's investment in the fCUBE initiative, a number of social/cultural issues must be addressed

- identify expected incremental benefits over current school conditions and characteristics,
- the compatibility of the planned activities and the likelihood of their being a spread effect,
- the potential benefits to different client groups,
- the feasibility of the activities in light of values, beliefs, and social cultural organizations,
- the potential for extant power groups to affect implementation,
- strategies for communicating the project goals and strategies to clients,
- linkage between benefits and equity

1 Education Status

Ghana's primary education system is currently not able to meet its new constitutional mandate to provide free, compulsory universal basic education (fCUBE) to all school age children by the year 2005. Ghana currently has a primary gross enrollment rate of 78 percent and a secondary rate of 43 percent. This compares favorably to the primary rate of 67 percent and 18 percent respectively for sub-Saharan Africa, but lags considerably behind the rates for the fast-growing economies it seeks to emulate (99 percent and 52 percent).

Educational resources are unevenly distributed across geographic areas, among and within Districts, between social and ethnic groups, and between genders. Although enrollment in public primary education increased by more than 25 percent during the 1988-93 period, from 1.6 million to 2.0 million, nearly one-quarter of Ghana's primary age population still is not enrolled in primary education and only about sixty percent complete the cycle. Despite the gains in absolute numbers of primary students, enrollments are actually stagnating in percentage terms due to the increases in population; the annual primary education enrollment grew at a rate of 2.2% between 1983 and 1993, while the country's population has increased at about 3% per annum. Government resources have been directed principally at expansion. As a result the quality of services offered have gradually eroded.

Gender disparities are the most persistent of differences in education enrollment, especially in the northern part of the country. In the three regions of the North, Upper East and Upper West, female enrollments average only 35 percent at the primary level and as little as 25 percent at the junior secondary level.

The World Bank's poverty study on Ghana shows that children without access to basic education predominantly belong to families of the poorer segment of the population. The very poor households spend only half as much on primary education as the richest households. In rural areas, where most of the poor reside, households benefit less from overall government expenditures on the sector since they are not as able as their urban counterparts to be able to afford the "hidden" costs of free education such as PTA levies, school fees, etc.

With increased emphasis on the district governments and local communities to provide basic education infrastructure and to set their own development budgets, the lack of resources and community organization in poor areas will work unfavorably against them in closing the education gap. The fCUBE initiative places considerable reliance on mobilizing community support for education. Research conducted in Ghana on community involvement in school shows that parents are both desirous of more education for their children and are willing to support it through involvement in local PTA groups and through appropriately priced fiscal contributions in the form of school levies and special appeals.

Due to macroeconomic turmoil in the country between 1976 and 1983, expenditures on education by the Government fell from 6.4 percent of GDP to 1.4 percent. A shortage of foreign exchange deprived schools of textbooks and other essential instructional materials. A mass exodus of well-trained and qualified teachers who were unsatisfied with poor remuneration left nearly half of the stock of primary teachers untrained. School buildings and furniture deteriorated rapidly. In 1987, the Government initiated an overall education sector reform as an integral part of its national plan for economic recovery and sustained growth with poverty reduction.

The reform has restructured the education system, revised the curricula for primary, JSS and SSS to make them socially and economically more relevant, developed new teaching and learning materials, provided in-service teacher training, upgraded their qualification requirements, eliminated unqualified teachers, and introduced several cost-saving/sharing mechanisms. School supervision has been decentralized at the district and circuit levels and incentives have been provided to strengthen the capacity for school management. Quantitatively the reform effort has been impressive. Assistance provided through USAID's Primary Education Program (PREP), for example, placed 5 million new textbooks in schools, provided training for over 60,000 teachers, and commodity improvements in each of the 110 Districts in the

country. However, as measured by student performance, the efforts have produced a large number of primary school leavers who are still functionally illiterate. The reform is now staged to enter a second phase.

Although a "new" education structure has been put in place and construction of school facilities has increased enrollments at all levels, the reform has had limited success in creating an effective system for delivering quality teaching and learning outcomes. Pupil/student achievement continues to be very disappointing. Criterion referenced tests given to a 3-5 percent sample of grade 6 public school pupils in the last few years continue to show appalling results. In 1994, only 3 percent of pupils achieved satisfactory scores in English, and merely 1.5 percent in mathematics. If the basic education system keeps failing to attain acceptable standards of performance, it will become increasingly difficult to maintain or build parental confidence in it. Without improvements in basic education the GOG's 2020 Plan is not likely to succeed.

Over a period of the past 24 months, more than 50 studies and workshops have been completed on reform of the basic education system by the MOE, the donor community and Ghanaian researchers (see Annex A). These exhaustive and detailed reports cover topics including cost and finance, education management information systems, girl's education, NGO support to education, education decentralization, civil service reform, community support to education, and a host of government planning, policy and projection documents. The fCUBE initiative, and USAID's role in it, have taken this plethora of research and analysis into account in the design of proposed activities.

These reports are in agreement that the principal causes of deteriorating quality, as collectively identified and agreed upon by the MOE, donors and community leaders, are

- a) lack of learning materials,
- b) inadequate spending by the Government on non-salary recurrent expenses,
- c) pupil and teacher absenteeism,
- d) ineffective use of teacher-pupil contact hours,
- e) ineffective pre-service teacher training,
- f) an overly ambitious and improperly developed curricula,
- g) poor teaching methods and instructional materials,
- h) weak supervision, by both headmasters and District/circuit supervisors,
- i) underdeveloped and ineffective planning, monitoring and evaluation system, and
- j) ineffective use of textbooks, other learning materials and equipment.

One of the most important lessons that Ghana has learned since the education reform process started in 1987 is that achievement of universal enrollment in basic education will not be feasible unless the quality of teaching and learning at the school level improves significantly. The MOE recognizes that accomplishing this objective requires the support of community leaders, local education officials and parents. The MOE, therefore, has affirmed that **quality improvement** coupled with **management** reform must receive the highest priority in its basic education reform initiative. fCUBE USAID's planned assistance is in direct support of these two priorities.

Socio-Cultural Context

There are about 90 different ethnic groups in Ghana and they can be grouped into two main linguistic groups: the Kwa-speaking people found mainly in the south, and the Gur who are predominantly from the north. The various ethnic groups share a deep seated belief in the worship of ancestors, respect for elders and for the chieftainship, great importance attached to group life and to kinship commitment. The population is approximately 45 percent animist, 43 percent Christian, and 12 percent Muslim. In the north, Islam plays an important role in people's lives, and historically, has had a negative effect on the demand for secular education.

About 70 percent of Ghana's population live in rural and outlying areas of the country. The proportion of rural population in Upper West, Upper East and Volta exceeds eighty percent. Ministry of education data regarding the population distribution, especially in rural areas is out of date and suggestive at best. Little is known about actual population changes in these areas since the last census data were collected in 1984 and the quality of data is somewhat suspect. The World Bank, through its Primary School Development Project (PSDP) and through its new program, Basic Education Sector Improvement Credit (BESIC), will support improvements in school mapping and education management information systems. The result should be better placement of new schools and greater access to education services, especially in historically disadvantaged areas. Provision of adequate and cost-effective education services is hindered by the fact that as many as 40,000 communities have an average population of less than 50 people.

The estimated target population for fCUBE (children of basic education age) is more than 4 million children comprising more than 25% of Ghana's total population. Total primary school enrollments in 1996 are 1.9 million with 1.03 million boys and .89 million girls. Total enrollment at the Junior Secondary level is 659 thousand: 377 thousand boys and 282 thousand girls. An additional 233 thousand students are enrolled in private primary schools and 31 thousand in junior secondary schools.

Local Community and Cultural Resources

Historically, the most influential local force affecting schooling has been the chief and the chief's council. Their support for education is critical not only to ensuring high enrollments but also to enforcing school attendance for both students and teachers. Parents in many communities have lost confidence in schooling because of their perception that the education process is ineffective. Faced with the loss of menial labor if their children are in school, and in light of low levels of manifest achievement among students, many parents perceive that the value added to their families is greater from non-schooling activities than those derived from formal education. The government and donors recognize that community participation, including local leadership, is key to holding the providers of local services accountable for ensuring the quality of public investments. Efforts to establish School Management Committees and PTAs have been quite successful. These organizations need to be further informed on strategies for influencing the education process and on the factors under their control which can positively affect the quality of education and student performance. Strengthening linkages between District Assemblies and local Chiefs will be an important step in both decentralizing and improving basic education.

Access and Equity

In Ghana the provision of basic education is now recognized as the joint responsibility of the community, the District Assemblies and the national government. The Assemblies will be responsible, under new legislation, for allocating their portion of the recurrent budget provided by the national government across sectors. Whether this new devolution of authority results in appropriate levels of resources continuing to go to basic education remains to be seen. Information campaigns about the benefits of investment in basic education may be necessary to persuade local legislators to maintain and even increase resource commitments to the sub sector. The government recognizes that its own resources are insufficient to meet the ambitious enrollment targets established in fCUBE. Consequently, projections call for an approximate doubling of the share of educational services provided by the private sector to about 20 percent. Parental and community contributions consist of land for school construction, labor for construction, furnishings, school levies, special contributions to teachers' funds, etc.

The GoG recognizes the crucial role of parents in achieving the universal education goal. Their development plan includes the use of social marketing techniques and community outreach activities to inform and persuade parents and village leaders of the efficacy of basic education in improving their social and economic well-being. Studies that have been conducted in Ghana in the past two years indicate that parents are eager partners in the education

process if schools are available and within walking distance (1.5 km) of their homes. Other inhibiting factors, especially in the north, include early betrothal for girls, competition with Islamic schools, and conflict with the labor needs as dictated by the agricultural calendar. The government is examining strategies such as flexible scheduling, school mapping as the basis of new school construction, and national education information campaigns to overcome these barriers.

The World Bank, UNICEF, CIDA and ODA are each designing support programs that target gender and geography disadvantages areas. USAID will factor these considerations in selecting districts and schools to participate in the program. Overall however, the USAID program will concentrate on the development of sustainable, transferable strategies for improving quality and hence opportunities to increase access and equity through instructional and management reforms. Nationally, 84 percent of boys are enrolled in primary school and 69 percent of girls. The disparity is considerably greater in the north where girls comprise only 35 percent of the primary enrollments and as little as 25 percent of the junior secondary population. Furthermore, the dropout rate for girls is notably higher than it is for boys as students progress through the primary cycle. Approximately 45 percent of boys finish the primary cycle versus 42 percent of the girls. Although USAID's strategy is "gender neutral", long-term improvements in quality should result in disproportionate increases in enrollment for girls and for students living in disadvantaged areas. In the development of materials to promote community participation in basic education, well documented evidence supporting the benefits to enrolling in and completing schooling will be disseminated as part of USAID's social mobilization activities. Examples include literacy and numeracy are sustainable throughout a lifetime with a minimum of 4 years of education, the productivity of farmers ranges from 7-11 percent higher for individuals with 4 or more years of education compared to those with none, girls with primary education have fewer children over the course of a lifetime, the long term rates of return to completing basic education significantly exceed the short-run benefits provided by children in the form of child-care, household tasks, and petty employment, etc.

Indirectly, girls and the rural poor may be the largest beneficiaries of fCUBE in the long-run. Girls should realize disproportionate gains in access as well as increases in performance due to the creation of more places in schools and to qualitative improvements in the content of instruction. Since parents and teachers often calculate the value of school against opportunity costs (usually higher for girls), educational improvements which can be translated into subsequent employment opportunities will weigh in favor of increased female enrollment. Students living in historically disadvantaged areas should find that by the end of the project, schools are in closer proximity to their homes because of better central planning, more spaces are available in those schools, the curriculum is increasingly relevant to their local circumstances, and the quality of teachers

is higher in their area because of improved training and supervision

From an aggregate economic perspective, the population as a whole should also benefit from the education reform efforts. Private rates of return to basic education in Ghana are estimated at about 37 percent⁴ and social rates of return are approximately 28 percent. Thus, with such high payouts to heavy investment in basic education, especially of higher quality, the population as a whole will benefit from the fCUBE initiative, including USAID's contribution to it.

Social Demand

There is ample evidence that social demand for primary schooling is strong. Enrollment growth in the past decade has been strong and consistent despite the declines in achievement. The Government's fiscal support of basic education stands at 36 percent of the annual discretionary budget with 60 percent allocated to basic education, both figures are among the highest in Africa. The World Bank estimates that parental contributions in support of public schooling are about 7,300 cedi per student per annum for expenses such as PTA levies, uniforms, food and lodging, transportation, etc., the amount varies by region and economic status. There are over 800 private primary schools in the country and the MOE estimates that the percentage of children enrolled in private schools will rise from ten percent nationally to close to 20 percent in the next decade, a strong indicator of both social demand and the desire for quality schooling. With an additional 300 private JSS enrolling some 40,000 students who pay fees ranging from 25,000 to 75,000 cedi per year, it is clear that Ghanaians both desire education for their children and are willing to make fiscal sacrifices to achieve that opportunity.

USAID's investments will be largely focused at the community level where a large part of the problem for unequal access rests. Parents' lack of confidence in the education system because of its perceived low quality, the relatively higher opportunity costs for girls than boys, and lack of acceptable sanitary conditions and distance from school are all contributing factors to higher dropout rates for girls. USAID interventions will help to ameliorate the quality problem by using acceptable standards of quality as defined by community members themselves as the basis for monitoring and enforcing standards.

⁴ BESIC Staff Appraisal Report, World Bank February, 1996

Stakeholders

There are no cultural or religious prescriptions that should impede greater participation in schooling by students. There are some indicators however that point to greater receptivity to and responsibility for local control of schools in certain areas of the country. During the testing phase of the program, these characteristics will be identified and, to the extent possible, woven into dissemination strategies. Because the World Bank and other donors are placing special emphasis on addressing the pronounced geographical disparities that exist in Ghana with regard to basic education enrollments, USAID will concentrate on creating materials and procedures to improve quality which have generalizability to all areas of Ghana.

Support for the community based approach will, for example, be strong from local officials and parents who will have greater power to influence the character of their schools and better govern the behavior of teachers. Control of resources locally, however limited in quantity, will significantly enhance the sense of self-efficacy among headmasters. The ability to make semi-independent personnel decisions should significantly strengthen the capabilities of District officials to raise the performance level of school-based staff by linking it more directly to immediate sanctions. Opposition to community empowerment, if it occurs, is most likely to come from traditional chieftaincies who wield considerable influence at the local level, from circuit supervisors who may feel that some of their authority, especially over personnel matters, is eroded, and from some headquarter officials who will be giving up their monopoly on access to education data and will, for the first time, share their responsibility for resource allocation. A summary of the key stakeholders, their responsibilities and potential costs to them is presented in Table 1.

Table 1:
Program Stakeholder Summary-
Management Strengthening/Decentralization

Stakeholder	Potential Benefits	Potential Costs
Headquarter officials	Proactive, empirically-based planning and resource allocation	Data-based rationalization of policies, stricter deadlines for decision-making,
Regional Directors	Relieved of data aggregation responsibilities, greater equity of resource allocation in region	Loss of some personnel functions, shared access to data, more M&E tasks

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DEOs	Enhanced personnel roles, more autonomy in personnel and fiscal matters	Added responsibilities need to acquire new management skills, new data collection and M&E tasks, new supervisory roles
Circuit Supervisors	Enhanced role as instructional facilitator training function increased	Shared sanction power with community, need for more training, accountability
District Assemblies	Greater discretionary budget control (line item), access to supplemental funding in some cases	Must rationalize budgetary process, accountability burden to community increased
School Management Committees	Role in resource (human and fiscal) oversight and co-monitoring school performance	Commitment of time Suppression of special interests, community involvement required
Headmasters	More school-based authority, increased control of discretionary resources, Liaison w/ community	Shared oversight of school operations, increased record keeping, new training requirements
Teachers	Better access to instructional resources, greater instructional support, mastery of new teaching skills and material	Higher level of accountability, new training requirements, redeployments and terminations
Parents	Greater involvement in school processes, more direct say in defining and enforcing FQL	Greater commitment of time and effort, must become informed consumer, legitimization of failure

In order for the benefits of the USAID activities to be spread widely, the MOE and the fCUBE staff must be committed to demonstrating and replicating the conditions and strategies required for effective and sustainable schooling as evidenced in the pilot efforts. In the absence however, of fiscal incentives and opportunities to offset the direct costs of schooling (even though theoretically it is free, it is not), and the foregone earnings/opportunity costs of children living in the most impoverished areas, this may be difficult.

To offset these problems, the MOE will establish a Micro-fund for disadvantaged areas. Access to resources will be partially conditioned by the degree to which local communities request assistance and guarantee that specific programs for girls will be included in proposals from schools/communities where gender disparities exist. Fifteen disadvantaged areas will participate in the pilot operation of the fund. A Girl's Scholarship Program will also be created to help defray the loss of income/labor families might face if girls who otherwise might have worked but are enrolled in school. These schemes indicate the high level of confidence the government has in the ability of fCUBE to reduce social gaps in educational enrollments.

Community Impact and Involvement

"Communities will be engaged in defining problems and helping to articulate what needs to happen at their level, at the circuit, district and national levels for quality improvement to be realized "⁵ As partners in the reform process, community leaders and District officials must engage in a new set of relationships with central ministry authorities. Such a change represents a radical departure from traditional top down management approaches as currently practiced in Ghana. Research recently conducted in the United States and in a number of developing countries indicates that school management strategies in which authority is located close to the school, not to the central authorities increases the relevance and accountability of the educational process.

Although the objectives of the decentralization effort are attractive, they are also predicated on the participation of an informed, committed populous and local leadership. The first step in becoming informed is exposure to the rationale and array of criteria from which one can select in defining concepts such as School Quality Standards (SQS), and realistic definitions of accountability and standards for performance. Decentralized control of education and rational attempts to improve standards and processes for achieving that end are analogous to the creation of a free market economic system. It works on the condition that all people have equal access to information, and that they see it in their best interest to become informed and to participate. Experience in many countries around the world shows that, at one level, people do perceive the self-benefits to be gained by being involved, active consumers. On the other hand, there is ample evidence to indicate that decentralized education authority which exists in a relative information vacuum can lead to waste, polarization of policy options, exacerbation of inequities and legitimization of failure. Consequently, success of the decentralization/community involvement agenda of fCUBE will depend heavily on GOG and donor ability to work in close harmony with local NGOs to develop public understanding of the roles and benefits of schooling and of the processes through which community members can enforce adherence to standards of quality.

NGOs have a long history of effective community development in Ghana. A recently published USAID sample study of the more than 120 NGOs providing services in support of basic education identified several potential barriers to the USAID to use NGOs as a vehicle to strengthen community involvement in providing basic education services.

- the government's reluctance to involve NGOs at the policy-making level,

⁵Hartwell Memo to USAID/Ghana 26 Feb , 1996

- community suspicion of NGO motives, especially political agendas,
- communities not valuing services that are provided free of charge,
- MOE resistance to changes recommended by communities and channeled through NGOs, and
- limited funds available to NGOs for outreach activities

USAID's reliance on NGOs for the community-based portion of the proposed program will stretch the capacity of local groups to provide the quality and quantity of services required to strengthen SMCs and PTAs (Parent Teacher Associations). It will be difficult to change the role of community groups to more than one of contributing labor and fiscal resources to schools. The top-down decision making tradition in Ghana means that true participation of local groups will require also a bureaucratic reorientation in both process as well as substance. The impact of these changes may well take a generation or more to permeate the organizational structure of the Ministry and the social culture of the community.

In the Ghanaian context, the success of the decentralization effort rests heavily on the success of the basic education public information and social marketing campaigns, on training/educating local officials on basic education research and finance findings and on policy options for translating those findings into local contexts. There are very few senior Ministry staff, at the headquarters, Region and District levels who are sufficiently skilled in these areas to make theoretically and empirically sound choices. The dearth is even greater at the community level.

FCUBE will help to ensure that a technical assistance and information safety net is provided to all education officials and community members, adjusted for level and experience of individual groups. District Assembly people, School Management Committee members, teachers and headmasters initially will be eager to embrace their newly found autonomy. Research conducted by donors and the GoG indicates that support to local authorities should take the form of a) development of materials and action plans for enhancing public awareness of school-related issues, b) assistance in developing dissemination and impact campaigns, c) grants for carrying out these activities, d) help in designing monitoring and evaluation instruments and strategies, and e) developing formal and informal linkages to local and district education officials and formulating procedures for systematizing influence and leverage of the NGOs and community officials through those linkages.

The management practices and training materials that will be developed for use at the district and headquarter offices will be of significant, long-term value to the entire education system. Effective educational management is hampered by three dominant

characteristics of the Ghanaian Ministry of Education 1) the volume of information to be processed is great, 2) insufficient and inefficient administrative capacity to process the needed information, and 3) inexperience in using empirical data as the basis for rational decision making and planning. The basic education system in Ghana includes over 11,000 primary schools with 1.8 million students and nearly 70,000 teachers, and 5,000 junior secondary schools with 200,000 students and 9,000 teachers.

Spread Effect

USAID's planned interventions will be pivotal in defining and testing strategies for influencing the actual performance of schools and the education system at the delivery/client level. FCUBE is a multi-donor and GoG initiative with mutually independent parts. Successful practices that emerge from the community-based USAID efforts should be eagerly and easily replicated in other communities. Donor research and preparatory studies have been shared with other members of the donor community and with the GoG. As a result, these studies and the activities of the Donor Coordination Committee have produced an unusually high level of cooperation and agreement among all of the contributing parties. The combined impact of all of these supports to FCUBE should result in a reform of national scope, and one that will have an impact on all elementary age students, including the most disadvantaged and girls. Both access to and performance in school should improve as a result. The reform of the management system and the rationalization of policy formation and planning should have a lasting impact on both organizational structure and the individuals who work within it. Access, quality and efficiency of the basic education system should result - all of which are the primary objectives of FCUBE.

Administrative Analysis

Under Strategic Objective No 2, *Increased effectiveness of the Primary Education System*, USAID proposes to work at the national, district and community level to improve the quality and management of the basic education system. Given the complexity of the bureaucratic structure and USAID's multi-level approach, a number of key administrative issues must be addressed

- 1) Is the MOE/GES (Ministry of Education/Ghana Education Service) prepared to institute the policy and organizational structure reforms necessary to achieve a more decentralized school system with greater autonomy resident in local communities and districts?
- 2) Does sufficient technical skill capacity exist at each level to carry out the program or are there reasonable plans and procedures for developing skills that are necessary and sufficient to support the planned activities?
- 3) Are the GOG (Government of Ghana) implementing bodies legally charged and fiscally capable of implementing the program?
- 4) Are the linkages between the several levels of the education hierarchy sufficiently well integrated and local populations adequately informed and motivated to participate as required? Are donors similarly motivated and are sufficient resources available to ensure the success of the larger initiative of which the USAID effort is a part?

Background

As part of its effort to realize the long-term development objectives laid out in the *Ghana 2020* plan, the GOG is committed to implementing basic education reform under its fCUBE initiative (Free Compulsory Universal Education). Under this plan the MOE/GES will expand the definition of primary education from one to seven years and will take dramatic steps to improve the quality of services offered, expand access, improve management and efficiency, and will shift some of the authority and responsibility for oversight of services to the District level. The fCUBE initiative is a very complex undertaking that will require technical assistance, training, infra structural development and organizational reform at all levels of the education hierarchy. Reform of the Ghanaian education system has been underway since 1987 and the organizational structure supporting these changes have been in flux as well. During this period, especially in the past 24 months, a considerable shift, positive in direction, has taken place in the administration of basic education.

- ▶ Enrollment of school-age children increased by 25 percent from 1 6 million to 2 1 million between 1987 and 1993,
- ▶ Commitment to addressing systemic problems (policy, finance and personnel) has emerged,
- ▶ Operational plans have been developed to decentralize management of the sector and to improve quality,
- ▶ Willingness to share information and to engage in a collaborative process of reform has begun- both horizontally with other ministries and vertically within the education hierarchy,
- ▶ Inclusion of individuals and organizations from outside the Ministry in discussions of policy and planning has increased substantially to include Local Governments, NIRP (National Institutional Renewal Program), GNAT (Ghana National Association of Teachers) and religious organizations,
- ▶ Constitutional and legislative reforms have provided the legal basis/mandate for effecting change

Despite this progress, the Ministry still suffers from grave inefficiencies in translating policy into practice. The personnel and procedures at the MOE and GES are uniformly weak at the headquarters, district and school level. Mid-term reviews and project evaluations by a variety of donors including USAID, the World Bank and ODA (Overseas Development Administration- U K) identify a number of important weaknesses in the administrative capacity of the education system

- poor quality and timeliness of statistical information about system characteristics,
- weak analytical and planning capacity for sharpening policy formation, equalizing and prioritizing resource distribution, and improving monitoring and evaluation of performance,
- under-disbursement of funds, especially for capital development,
- significant delays in program implementation and consistent failure to meet enrollment, school quality and development objectives, and

- inadequate linkages and information exchange between levels of the bureaucratic hierarchy

The MOE is not yet fully prepared to implement effectively the broad range of activities and reforms associated with fCUBE given its existing staff and administrative structures. The GOG and donors have been very candid in their appraisals of this capacity. By mutual agreement, the development of administrative capacity, instead of being a precondition for loans and grants, will be an integral part of the assistance program itself. Admission of administrative shortcomings and the development of plans to overcome them is a signal strength of the basic education reform effort, and a positive indication of its long-term prospects for success. USAID will be a major player in the reform of education management, especially at the District level.

Discussion

The GOG, through the MOE, is responsible for basic education policy. The MOE has four core functional divisions: Planning, Budgeting, Monitoring and Evaluation (PBME), Manpower Development, Training and Personnel Policy and Management, Statistics, Information Management, Public Relations and Research, and General Administration and Finance. At present there is also a Project Management Unit (PMU) staffed primarily by contract staff, to facilitate the administration of externally funded projects. In June 1996 an a Secretariat was established to coordinate all policy and program activities for the implementation of the fCUBE program. The fCUBE Secretariat will be supported with Ghanaian consultants who will support the MOE line Directorates with program implementation. The MOE is supported operationally by the Ghana Education Service (GES) which was established in 1974 to promote collegiality and accountability among teachers. The GES has offices in Accra, the ten regions and the 110 Districts each of which has responsibility for delivering and supervising education services. By general admission, many Headquarters staff are under-qualified to perform complex policy and administrative tasks. The regional office staff, despite performing some critical aggregation and dissemination functions, are an impediment to rapid information flow and are too isolated from community schools to be able to identify and solve common problems.

District officials are appointed on the basis of seniority, not ability, with the result that supervision and monitoring are *pro forma* at best. In spite of the recognized need for strengthening DEO (District Education Office) and supervisory capacity, the most talented officials at these levels are often promoted up the hierarchy and are progressively removed from school-level activity where their talents are sorely needed. Under fCUBE, two strategies will be employed to overcome this problem.

- a) promotion will be determined by merit-based criteria other than seniority, and
- b) incentive structures will be re-formulated to reward performance-based accomplishments

The details of these two interventions have yet to be worked out by the MOE. The financial implications of the reform, coupled with the potential addition of new staff at the district level to support the decentralization effort could be significant and, as of yet, are undocumented.

District education officials will play a key role in strengthening the quality of school-based personnel and in documenting performance and enforcing standards. The MOE recently announced the establishment of the GES Council which is charged with establishing guidelines and monitoring the development of District Education Council (DEOC). The DEOC will have representation from the District Education Offices and District Assembly and it is envisioned that the DEOC will be the principal district unit responsible for managing and monitoring district activities to support effective schooling.

USAID's own survey of district officials revealed that

- a) they are significantly under-trained and lack skills required for planned administrative shifts and new responsibilities,
- b) they lack autonomy to sanction performance at the school-level, and
- c) positions have not been "rationalized" to eliminate redundancies and to ensure adequacy and complementarity of coverage

Each district is mandated by the Local Government Law of 1988 to be responsible for providing and maintaining basic school infrastructure. The Law, although noble in intent, has been little enforced with the result that local schools are under-funded, ill-maintained, and exhibit great differences in quality depending upon their location and relative wealth of the surrounding community.

In order to coordinate multiple donor interests in support of fCUBE, the GOG established a joint MOE-donor forum in August, 1994 to prepare a sector-wide, integrated reform program. USAID, ODA, KfW/GTZ (Kreditanstalt für Wiederaufbau/Deutsche Gesellschaft für Technische Zusammenarbeit), UNICEF (United Nations Children's Fund), JICA (Japanese International Cooperation Agency) and the World Bank have been active members. Participants in the forum have agreed that all activities will be coordinated by the MOE and will be congruent with the objectives of the MOE's framework for fCUBE and its Operational Plan.

The central Ministry has played the lead role among GOG institutions in developing fCUBE to date. However, the initiative is designed so that local stakeholders and beneficiaries will shortly assume the lead in implementing fCUBE with technical and financial assistance from donors and the national government. USAID's activities will directly support this transition. Achieving this shift of responsibility in a society historically marked by strong central control of resources and decision-making, will require a conscious program of decentralization including legal and administrative reform, and public awareness and skills training for local officials. The GOG/MOE/GES has begun all of these efforts, inaugurated recently by a workshop on decentralization involving representatives for the regions and districts, headmasters and teachers, and officials from local government, the finance and religious communities, and GNAT (Ghana National Association of Teachers) and FAWE (Forum for African Women Educationists). At the urging of the World Bank, the Ministry has established an Implementation Oversight Committee which will be charged with monitoring progress toward meeting reform objectives, ensuring that the needs of all stakeholders are met, and that implementation activities are appropriately integrated into national objectives and GOG policies and regulations. Committee members will be drawn from the Ministry of Finance, Local Government, the National Civil Service Program, religious organizations, the Teachers' Union and other relevant bodies.

At the central level, the Ministry has given permanent stature to the fCUBE Secretariat which will coordinate all basic-education reform activities, including those funded by the donor community. The Minister, with the support of the World Bank has also added 7 new senior positions to the Secretariat to implement the reform. In December 1995, the Minister of Education appointed a Deputy Director General of the GES to head this unit. In addition, an experienced MOE official who serves as Special Assistant to the Minister, headed the National Literacy Project, and who has coordinated the fCUBE development efforts with the assistance of the fCUBE Secretariat staff, will oversee the management transition and startup of the fCUBE program. The responsibilities of the existing Program Management Unit which has overseen the World Bank-funded Primary School Development Project (PSDP) will be blended into an expanded role of the MOE/GES. The old PMU will be reassigned the task of donor liaison and administrative control and reporting requirements associated with foreign-funded assistance. The net result is that the technical aspects of basic education development will be transferred into the MOE/GES where they should be properly located, donor coordination will be enhanced, and technical staff will be relieved of burdensome and often complicated financial accounting and reporting requirements imposed by donors.

The Ministry is well aware of its own shortcomings in conducting policy-related research, both descriptive and analytical, and as result has created a new unit within the GES the School Education Division. The unit will be headed by a District Director-level

professional who will be charged with the task of coordinating policy implementation and of monitoring project progress and impact. In the future, statistical and evaluation reports developed at the District level, which formerly were directed only to the Minister's office, will now also be sent directly to the head of the School Education Division. This will increase both the amount and the speed of information transmitted to that office and will increase the quality and efficiency with which information is fed back into program management and performance monitoring at both the central and District level. In addition, the Statistics, Research, Information Management and Public Information Unit is being strengthened and will become independent of PBME. USAID's planned support to this unit will be extremely important in ensuring that central-district information flows are improved.

The MOE has captured these proposed changes in a newly designed organizational structure as reflected in Figure 1.

Perhaps the MOE's clearest indication of its commitment to decentralize and to hold local officials accountable for the quality of basic education is evidenced by the Ghana Education Service Act of 1995 which formally established District Education Oversight Committees in every District of the country. Responsibilities of these committees include maintaining the condition of school buildings, provision of teachers, ensuring attendance of pupils and teachers, proper performance of duties by school personnel, maintaining discipline in schools, and ensuring an adequate supply of textbooks and learning materials. Civic officials, district education personnel, parents and school representatives will form the DEOCs (District Education Oversight Committees).

The net result of these organizational shifts within the Ministry and GES, in combination with donor-provided TA and training, should be closer administration and monitoring of performance at the district and school level, more equitable distribution of resources on the basis of need and progress, and streamlining of bureaucratic functions that will speed up reporting and lessen duplication of effort. However, the low level of MOE management capacity mentioned earlier places even greater emphasis on the role of NGOs in establishing and strengthening linkages between families and the school. USAID will work with select NGOs (Non-governmental Organizations) to develop strategies and procedures to enable them to work effectively in

- identifying constraints to greater community involvement in support of basic education,
- developing "marketing" tools to disseminate information about the social and economic benefits associated with basic education, and subsequently to increase social demand,

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- inaugurating and supporting community-based discussions and activities to define and implement elements of the School Quality Standards and strategies for holding school officials accountable to those standards,
- developing informed leadership in communities to represent consumer interests in the delivery and management of quality education services

The staff of both the central ministry and District officials are in need of substantial amounts of training and exposure to information that will underpin the administration and substantive components of the fCUBE reform. The MOE, in coordination with donors, has designed six interventions to deal with these needs

- 1) The number of personnel will be increased modestly in select units responsible for implementing fCUBE. The units most in need of new staff and skills are CRDD (Curriculum Research and Development Division), SRIMPR (Statistics, Research, Information Management and Public Relations) and PBME. The government is cognizant of the recurrent cost implications of expanding the bureaucracy. As a result, increases will be accommodated by transferring pre-qualified or trainable individuals from other units within the ministry, thus posing little or no additional long-term cost burden to the recurrent cost budget.
- 2) Ministry and GES staff will be supplemented by long and short-term technical consultants, both expatriate and Ghanaian, funded with donor support. Technical areas that will be supported include curriculum design, evaluation, school mapping, education management information systems, distance education, and social marketing. USAID will place emphasis on the provision of support to the District and community levels. The Ministry is committed to working with USAID to implement a model school program in 330 communities in each of the 110 districts.
- 3) Linkages between headquarters and the District offices will be strengthened and the responsibilities of each will be rationalized resulting in a more effective and efficient division of labor. A census of staff positions and a re-definition of position descriptions will be initiated and completed in 1997, with USAID assistance.
- 4) Administrative divisions within the headquarter offices will be realigned to eliminate duplicate positions and to improve performance. Focus will be on greater responsiveness and more rapid processing of information and support to District operations. This shift will enhance the impact of and support for USAID's community-based approach.

5) Personnel repostings and terminations will take place in the first year of the project following an analysis of educational personnel staffing and needs. Qualified staff will be reassigned to areas where most pressing needs for additional management and technical support have been identified. At the District level, appointments to supervisory and headmaster roles will be linked to newly developed performance-based criteria and a devaluation of seniority as the primary basis for promotion.

6) The Operational Plan produced by the MOE is being "internalized" in each central Division through workshops. Information dissemination and promotion of the fCUBE initiative will continue over the next several years with attention focused increasingly on District level officials and, via NGOs, on community members through a national social marketing campaign planned under the program.

The GOG's *Policy Statement and Plan on Decentralization* promulgated in 1992, acknowledges that "administrative machinery for education delivery was top heavy and very weak at the bottom. There was an over concentration of high level manpower and resources at the headquarters of the Ghana Education Service while the Regional and District Education Offices were starved of qualified personnel." As a result, the GES undertook a review of its management structure at central, regional and district levels. This has been motivated by the requirement to reduce out-of-school payroll costs in order to make more resources available for schools, and to respond to the political imperative of decentralizing functions. The paradox is that increased decentralization, whether planned from an administrative or political perspective, tends to require additional staff and hence larger payrolls. Unless greater efficiency is achieved through elimination of redundant positions and incompetent staff, the salary burden, especially on District offices may become increasingly burdensome.

Restructuring of the MOE/GES is being conducted in line with the NIRP/CSIP (Civil Service Reform Program), the government organization responsible for public sector and financial management reform. Through a program of public sector reform and workshops in all Ministries, including the MOE, an analysis of system-wide constraints to public sector performance is taking place. The restructuring of the GES and reform of management and monitoring within the GES will be facilitated by this process and the end results should be in harmony with the new standards in other Ministries and uniform throughout the public service.

Resources are a critical issue in the implementation of a reform program of this magnitude. The MOE estimates that annual financing needs required to implement fCUBE fully will total approximately \$50 million in donor assistance for each year of the coming decade. These assumptions are based on the GOG assumption that universal primary enrollment at grades 1-7 will be achieved.

during this period. Experience elsewhere indicates that this target is not likely to be reached in that time frame, rendering the fiscal requirements as stated by the GOG/World Bank a "high end" figure. Even more modest assumptions about achievable targets (90 percent enrollment) must, however, take into account the rapid growth rate of the primary age population (est. 800,000 increase by the year 2000). Even assuming a modest increase of 5 percent in the MOE recurrent budget, an increase in the share of the national recurrent budget allocated to education, and achievement of greater efficiencies as envisioned in the fCUBE reform, capital and recurrent shortfalls range between \$50 million US dollars (USAID assumption of 85% enrollment) and \$250 million (GOG assumption of 95% enrollment) between now and 2005. More precise estimates depend upon the assumptions made about the speed and efficiency of the implementation of the fCUBE reforms and the rate at which universal primary enrollment is attained.

The numerous and detailed costing scenarios that have been developed for the government's basic education initiative are in agreement on things objectives cannot be achieved without more resource generation at the local level and better management of those resources by local officials. Legislation provides for the elected District, Municipal and Metropolitan Assemblies to establish their own departments for increasing community involvement in development efforts. "Common Funds" have been established in each district to meet capital expenditures across all sectors, including education, thus extending a measure of budgetary control to the district assemblies.

There are also plans to devolve more control over recurrent budgets to local officials by passing composite budgets from which local officials can exercise discretion in allocating resources among line items, including education. This flexibility, if enacted, has the potential to have a **negative** impact on education expenditures if local political pressures dictate that resources be allocated to other sectors in higher proportion. The best insurance against a declining budget for basic education is the success of the interventions aimed at improving the services offered by schools by strengthening their accountability to the same officials who will be making resource decisions. The donors and the MOE are in agreement that promotion of School Management Committees and District Education Oversight Committees will not only illuminate the importance of providing adequate resources to schools, but will also result in means to enforce the standards established by the FQL concept as will be pioneered by USAID.

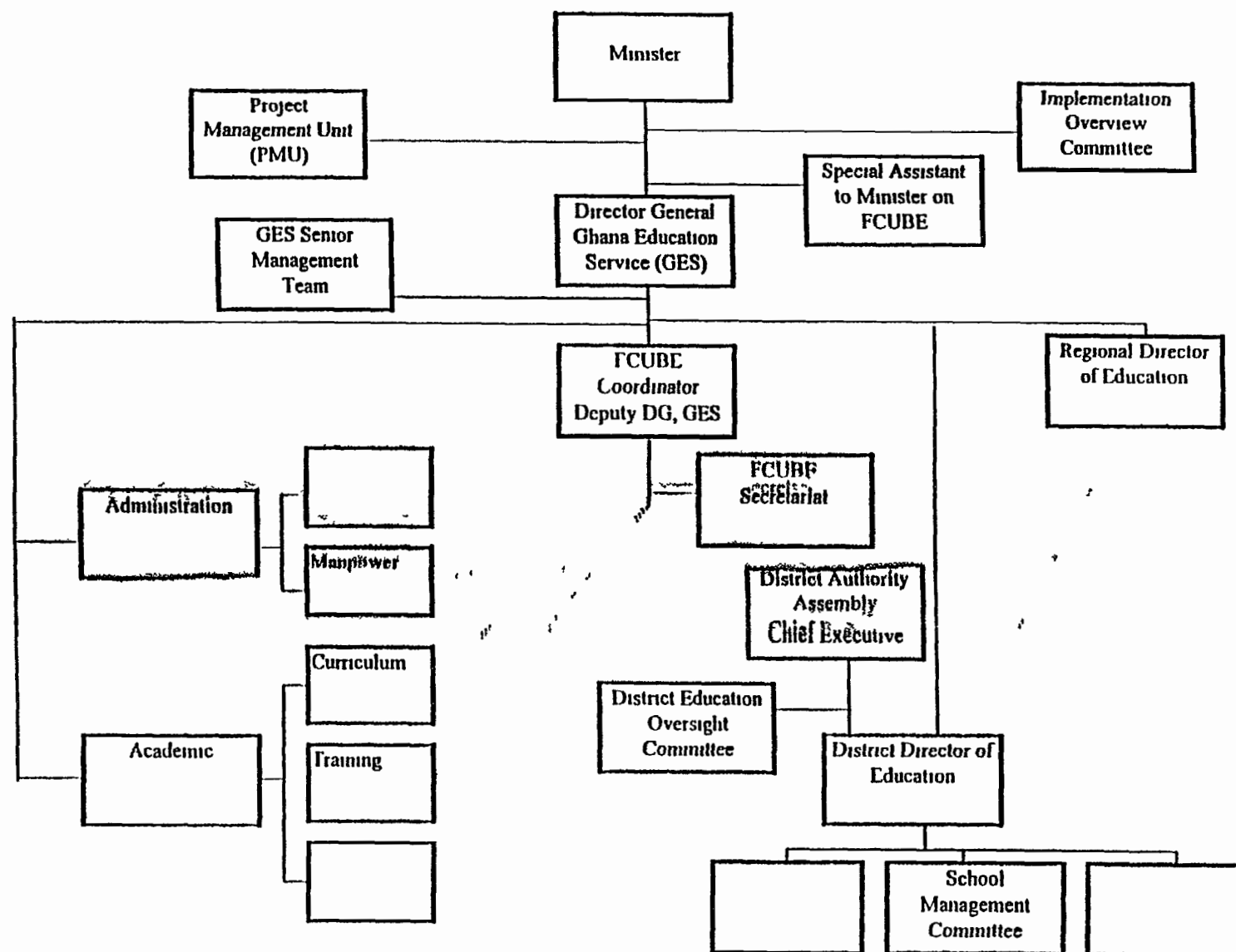
From a finance perspective, resources to underwrite the fCUBE program appear adequate. Donors to date have pledged \$150 million in support. The key issues are a) whether the capital investments are supportable by recurrent expenditures that are sustainable by the MOE and GOG, and b) whether the MOE/GES and local communities have the administrative capacity to absorb effectively the fiscal, technical and learning resources that will be available to them.

Conclusion

In summary, the administrative apparatus to implement fCUBE is in place or is currently in the process of being reformed through a variety of aggressive legal and policy actions. Management reform of the magnitude planned will take a considerable amount of time—perhaps a decade or more. This is a period that exceeds the most pessimistic scenarios accepted by the government. Even with the new bureaucratic framework in place, a substantial amount of skill training and position redefinition will be required before the efficiency and quality gains can be fully realized. However, work is well under way to define the elements of the administrative reform required and the MOE has demonstrated its sincerity in following through with the reform by the public commitments made through speeches and legislation, and by the candor with which it acknowledges personnel and management shortcomings in its own internal documents and in discussions with the donor community. It has initiated management reform and has drafted, and seen enacted, legislation to accomplish decentralization and management reform. The MOE and donor community recognize that decentralization and improvement in school quality and student performance will not happen in year 1 of the initiative.

However, as a result of a carefully sequenced and integrated long-term development plan, the objectives of fCUBE can be realized and will pay long-term dividends to the education sector and to economic and democratic stability in Ghana. By building the administrative reforms into the development process, by already having appointed key senior officials to lead the reform effort and by the nature of the publicly-stated and legally binding commitment to decentralizing both fiscal and accountability functions to local communities, the MOE/GES is well on its way to accomplishing the reforms necessary to realize large-scale, sustainable education reform.

Proposed FCUBE Organization Structure



Note Blank boxes represent other functional units at this level

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**INITIAL ENVIRONMENTAL EXAMINATION
OR
CATEGORICAL EXCLUSION**

PROGRAM/ACTIVITY DATA

Program/Activity Number 641-0129

Country/Region GHANA

Program/Activity Title Strategic Objective 2 Increased Effectiveness of the Primary Education System

Funding Begin 9/30/96 Funding End 9/30/2001 LOP Amount \$53,000 000

Sub-Activity Amount \$4,000 000

IEE Prepared By Stephen Haykin Mission Economist Current Date 8/23/96

IEE Amendment (Y/N) N If "yes", Number & date of original IEE _____ _/ _/ _

ENVIRONMENTAL ACTION RECOMMENDED (Place X where applicable)

Categorical Exclusion	<u>X</u>	Negative Determination	_____
Positive Determination	_____	Deferral	<u>X</u>

ADDITIONAL ELEMENTS (Place X where applicable)EMEMP _____ CONDITIONS _____ PVO/NGO X**SUMMARY OF FINDINGS (Please Limit Text to This Page)**

This Strategic Objective in primary education (details in 26ghana2 anx) will involve non-project assistance (cash transfer) institutional development, training, technical assistance and community participation No financing of construction activities is planned Consequently, this strategic objective program is eligible and recommended for categorical exclusion, pursuant to the provision of 22CFR 216 2(c)(1), because it will not have an effect on the natural and physical environment, and pursuant to the provisions of 22CFR 216 2(c)(2)(i, iii and vi) because it is an education program with technical assistance components it will fund analyses, studies, academic or research workshops and meetings, and it is intended to develop the capabilities of the recipient country to engage in development planning as proscribed

The grant activity for NGOs is recommended for a deferral as the exact activities for the NGOs are not known at this time Bureau Environmental Officer will be notified when more information comes available on this component

APPROVAL OF ENVIRONMENTAL ACTION RECOMMENDED**CLEARANCE**

Mission Director _____ draft _____ Date 9/3/96
Myron Golden

CONCURRENCEBureau Environmental
Officer

John J Gaudet

Date

9/3/96

Approved _____

Disapproved _____

File No 26ghana2 iee (AID/W)

CLEARANCEGeneral Counsel
(Africa Bureau)

Date

9/6/96

ADDITIONAL CLEARANCES (Type Name Under Signature Line)Mission Environmental
OfficerStephen M. Haykin
Stephen HaykinDate 8/1/96

Project Manager

Peter Kresge
Peter KresgeDate 8/1/96Regional Environmental
OfficerCleared in DraftDate 8/14/96

Wayne McDonald REDSO/WCA

INITIAL ENVIRONMENTAL EXAMINATION

PROGRAM/ACTIVITY DATA

Program/Activity Number 641-0129

Country/Region GHANA

Program/Activity Title Strategic Objective No 2 Increased Effectiveness of the Primary Education System

10 BACKGROUND AND PROJECT DESCRIPTION

USAID Ghana's strategic objective will increase the effectiveness of Ghana's primary education system through the implementation of two results packages. Results package number one (RP1) will address the problem of improving the enabling environment for reform, by working at the national and district levels with the Ministry of Education and the Ghana Education Service to secure commitment and support for activities to improve management and instruction for primary education at the school level. The principal activities of RP1 will be

- a **Improved Policy Dialogue and Decision Making** The program will work at the national level to develop a strategy and materials for introducing school quality standards at local levels, and assist the government to develop appropriate review procedures for assuring that school quality standards are uniformly applied and meet the intended purpose. At the district level, the program will focus on increasing public participation in the policy dialogue and decision making process by increasing the information flow from the local to the national level, strengthening research institutions to help them gather and analyze information on education issues, improving the media's capacity for covering education issues and developing district-level capability to use information from national and community levels.
- b **Improved Financial Management** The program will assist the Ministry of Education to strengthen its national- and district-level capacity to develop and manage financial analysis tools such as cost projections and simulations models, assess financial management capabilities of district-level education personnel, and streamline processes for transferring resources from the national to the district level.
- c **Selected Reforms to the Teaching Profession** The program will assist the Ministry of Education with the development of norms, incentives and sanctions for primary school teachers, reforms to the teacher training college intake process, and improvements to the personnel management system.
- e **Better Instructional Material and Revised Curriculum** The program will develop and disseminate supplementary low-cost instructional materials, assist with curriculum revision, and test new learning technologies.

Results package number two (RP2) will address problems of management and instruction at the school and district levels for primary education. RP2 will increase the effectiveness of the primary education system by helping an increasing number of participating schools and districts achieve increased learning performance through improved classroom instruction, decentralized and improved school management, and increased community participation. The principal activities of RP2 will be

- a **School Quality Standards** In selected districts, the program will help identify acceptable school quality standards that communities can afford and sustain, assist schools to prepare plans for attaining those standards, and provide support to achieve plans for meeting school quality standards and monitor school progress.
- b **Support to Schools and Teachers to Improve Instruction** The program will increase local management capacity, work with headmasters, teachers and circuit supervisors to strengthen teamwork, develop pupil assessment methods, design low-cost learning materials, assist with enforcement of professional standards and norms, and establish support networks among schools and school clusters.

c Improved School- and District-level Support The program will conduct institutional analysis of existing district capacity for grant financial and personnel management initiate strategies for building district capacity, provide technical and material support at the district and circuit levels and provide training in selected areas at the district level

d Increased Community Participation The program will work with NGOs school management committees and parent-teacher associations to increase community awareness of barriers to effective primary education develop participatory community plans to increase school retention rates (particularly of girls), improve school management committees' capacities in accounting, management and reporting and provide training in selected areas at the district level,

A complete description of strategic objective no 2 is provided in Annex 1 (26ghana1 anx)

2 0 COUNTRY AND ENVIRONMENTAL INFORMATION (BASELINE INFORMATION)

Activities will take place throughout the country Country and environmental information is not applicable since the activities of the project are not expected to have an impact upon the natural and physical environment

3 0 EVALUATION OF PROJECT/PROGRAM ISSUES WITH RESPECT TO ENVIRONMENTAL IMPACT POTENTIAL

Program activities will focus upon technical assistance training and material assistance to improve the primary education sector in Ghana These activities are not expected to have a significant impact upon the natural and physical environment

A sub-grant component will support NGO activities in the implementation of the program The emphasis of the NGO element will be upon assisting local communities to assume a more active role in the education of their children Specific activities of the NGOs cannot be identified at this time but as long as they fall within the actions proposed under the program the NGO activities will be considered for a categorical exclusion If the NGO activities are in addition to the actions of the program (e g school construction latrines etc) they will be subject to separate IEEs as they are proposed

4 0 RECOMMENDED MITIGATION ACTIONS (INCLUDING MONITORING AND EVALUATION)

Not applicable

5 0 SUMMARY OF FINDINGS (copy also onto Face Page)

This Strategic Objective in primary education will involve non-project assistance (cash transfer) institutional development training, technical assistance and community participation No financing of construction activities is planned Consequently this strategic objective program is eligible and recommended for categorical exclusion pursuant to the provision of 22CFR 216 2(c)(1), because it will not have an effect on the natural and physical environment and pursuant to the provisions of 22CFR 216 2(c)(2)(i iii and vi) because it is an education program with technical assistance components it will fund analyses, studies academic or research workshops and meetings and it is intended to develop the capabilities of the recipient country to engage in development planning as proscribed

The grant activity for NGOs is recommended for a deferral as the exact activities for the NGOs is not known at this time

STATUTORY CHECKLISTS

STRATEGIC OBJECTIVE NO 2

INCREASING THE EFFECTIVENESS OF THE PRIMARY EDUCATION SYSTEM

I COUNTRY CHECKLIST

Listed below are the statutory and regulatory criteria applicable to the eligibility of countries to receive the following categories of assistance (A) both Development Assistance and Economic Support Fund, (B) Development Assistance only, or (C) Economic Support Fund only

A DEVELOPMENT ASSISTANCE AND ECONOMIC SUPPORT FUND

1 Narcotics Certification (FAA Sec 490)

If the recipient is a "major illicit drug producing country" (defined as a country in which during a year at least 1,000 hectares of illicit opium poppy is cultivated or harvested, or at least 1,000 hectares of illicit coca is cultivated or harvested, or at least 5,000 hectares of illicit cannabis is cultivated or harvested) or a "major drug-transit country" (defined as a country that is a significant direct source of illicit drugs significantly affecting the United States, through which such drugs are transported, or through which significant sums of drug-related profits are laundered with the knowledge or complicity of the government)

a Has the President in the March 1 International Narcotics Control Strategy Report (INCSR) determined and certified to the Congress (without Congressional enactment, within 30 calendar days, of a resolution disapproving such a certification), that (1) during the previous year the country has cooperated fully with the United States or taken adequate steps on its own to satisfy the goals and objectives established by the U N Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, or that (2) the vital national interests of the United States require the provision of such assistance? Yes

b With regard to a major illicit drug producing or drug-transit country for which the President has not certified on March 1, has the President determined and certified to Congress on any other date (with enactment by N/A

Congress of a resolution approving such certification) that the vital national interests of the United States require the provision of assistance, and has also certified that (a) the country has undergone a fundamental change in government, or (b) there has been a fundamental change in the conditions that were the reason why the President had not made a "fully cooperating" certification

2 Indebtedness to U S Citizens

No

(FAA Sec 620(c)) If assistance is to a government, is the government indebted to any U S citizen for goods or services furnished or ordered where (a) such citizen has exhausted available legal remedies, (b) the debt is not denied or contested by such government, or (c) the indebtedness arises under an unconditional guaranty of payment given by such government or controlled entity?

3 Seizure of U S Property (Foreign

No

Relations Authorization Act, Fiscal Years 1994 and 1995, Sec 527) If assistance is to a government, has it (including any government agencies or instrumentalities) taken any action on or after January 1, 1956 which has the effect of nationalizing, expropriating, or otherwise seizing ownership or control of property of U S citizens or entities beneficially owned by them without (during the period specified in subsection (c) of this section) either returning the property, providing adequate and effective compensation for the property, offering a domestic procedure providing prompt, adequate, and effective compensation for the property, or submitting the dispute to international arbitration? If the actions of the government would otherwise prohibit assistance, has the President waived this prohibition and so notified Congress that it was in the national interest to do so?

4 Communist and Other Countries (FAA Secs

No

620(a), 620(f), 620D, FY 1996 Appropriations Act Secs 507, 523) Is recipient country a Communist country? If so, has the President (a) determined that assistance to the country is vital to the security of the United States, that the recipient country is not controlled by the international Communist conspiracy, and that such assistance will

further promote the independence of the recipient country from international communism, or (b) removed a country from applicable restrictions on assistance to communist countries upon a determination and report to Congress that such action is important to the national interest of the United States? Will assistance be provided directly to Cuba, Iraq, Libya, North Korea, Iran, Serbia, Sudan or Syria? Will assistance be provided indirectly to Cuba, Iraq, Libya, Iran, Syria, North Korea, or the People's Republic of China? Will assistance be provided to Afghanistan without a certification, or will assistance be provided inside Afghanistan through the Soviet-controlled government of Afghanistan?

5 **Mob Action** (FAA Sec 620(j)) Has the No
country permitted, or failed to take adequate measures to prevent, damage or destruction by mob action of U S property? [Reference may be made to the "Taking into Consideration" memo]

6 **OPIC Investment Guaranty** (FAA Sec No
620(l)) Has the country failed to enter into an investment guaranty agreement with OPIC? [Reference may be made to the annual "Taking into Consideration" memo]

7 **Seizure of U S. Fishing Vessels** (FAA Sec No
620(o), Fishermen's Protective Act of 1967 (as amended) Sec 5) (a) Has the country seized, or imposed any penalty or sanction against, any U S fishing vessel because of fishing activities in international waters? (b) If so, has any deduction required by the Fishermen's Protective Act been made? [Reference may be made to the annual "Taking into Consideration" memo]

8 **Loan Default** (FAA Sec 620(q), FY 1996 No
Appropriations Act Sec 512 (Brooke Amendment)) (a) Has the government of the recipient country been in default for more than six months on interest or principal of any loan to the country under the FAA? (b) Has the country been in default for more than one year on interest or principal on any U S loan under a program for which the FY 1995 Appropriations Act appropriates funds?

9 **Military Equipment** (FAA Sec 620(s))

N/A

If contemplated assistance is development loan or to come from Economic Support Fund, has the Administrator taken into account the percentage of the country's budget and amount of the country's foreign exchange or other resources spent on military equipment? [Reference may be made to the annual "Taking Into Consideration" memo]

10 **Diplomatic Relations with U S** (FAA

No

Sec 620(t)) Has the country severed diplomatic relations with the United States? If so, have relations been resumed and have new bilateral assistance agreements been negotiated and entered into since such resumption?

11 **U N Obligations** (FAA Sec 620(u))

Ghana is current on all its obligations to the U N

What is the payment status of the country's U N obligations? If the country is in arrears, were such arrearages taken into account by the A I D Administrator in determining the current A I D Operational Year Budget? [Reference may be made to the annual "Taking into Consideration" memo]

12 **International Terrorism**

No

a **Sanctuary and Support** (FY 1996 Appropriations Act Sec 527A, FAA Sec 620A) Has the country been determined by the President to (a) grant sanctuary from prosecution to any individual or group which has committed an act of international terrorism, or (b) otherwise support international terrorism, unless the President has waived this restriction on grounds of national security or for humanitarian reasons?

b **Compliance with UN Sanctions**

No

(FY 1996 Appropriations Act Sec 534) Is assistance being provided to a country not in compliance with UN sanctions against Iraq, Serbia, or Montenegro and, if so, has the President made the necessary determinations to allow assistance to be provided?

No

No

No

No

No

Ghana has not entered reservations, but the Administrator took that into consideration

the time of
approval of the
FY 1996 OYB

the time of
approval of the
FY 1996 OYB

- 17 **Military Coup** (FY 1996 Appropriations Act Sec 508) No
Has the duly elected Head of Government of the country been deposed by military coup or decree? If assistance has been terminated, has the President notified Congress that a democratically elected government has taken office prior to the resumption of assistance?
- 18 **Exploitation of Children** (FAA Sec 116(b)) No
Does the recipient government fail to take appropriate and adequate measures, within its means, to protect children from exploitation, abuse or forced conscription into military or paramilitary services?
- 19 **Parking Fines** (FY 1996 Appropriations Act Sec 553) Yes
Has the overall assistance allocation of funds for a country taken into account the requirements of this section to reduce assistance by 110 percent of the amount of unpaid parking fines owed to the District of Columbia as of the date of enactment of the FY 1996 Appropriations Act?
- 20 **Delivery of Humanitarian Assistance** ((FY 1996 Appropriations Act Sec 562) No
Has the government prohibited or otherwise restricted, directly or indirectly the transport or delivery of United States humanitarian assistance? If so, has the President made the necessary determination to allow assistance to be provided?
- 21 **Nuclear Power Plant in Cuba** (FY 1996 Appropriations Act Sec 563) No
Has the country or any entity in the country provided on after the date of enactment of the FY 1996 Appropriations Act, January 27, 1996, assistance or credits in support of the Cuban nuclear facility at Juragua, near Cienfuegos, Cuba and, if so, has the overall assistance allocation of funds for that country taken into account the requirements of this section to withhold assistance equal to the sum of any such assistance or credits?
- 22 **Harboring War Criminals** (FY 1996 Appropriations Act Sec 582) No
Has the government knowingly granted sanctuary to persons in its territory for the purpose of evading prosecution, where such persons--

a have been indicted by the International Criminal Tribunal for the former Yugoslavia, the International Criminal Tribunal for Rwanda, or any other international tribunal with similar standing under international law, or

No

b have been indicted for war crimes or crimes against humanity committed during the period beginning March 23, 1933, and ending on May 8, 1945 under the direction of, or in association with (1) the Nazi government of Germany, (2) any government in any area occupied by the military forces of the Nazi government of Germany, (3) any government which was established with the assistance or cooperation of the Nazi government, or (4) any government which was an ally of the Nazi government of Germany?

No

B. DEVELOPMENT ASSISTANCE ONLY

Human Rights Violations (FAA Sec 116)

No

Has the Department of State determined that this government has engaged in a consistent pattern of gross violations of internationally recognized human rights? If so, can it be demonstrated that contemplated assistance will directly benefit the needy?

C ECONOMIC SUPPORT FUND ONLY

Human Rights Violations (FAA Sec 502B)

N/A

Has it been determined that the country has engaged in a consistent pattern of gross violations of internationally recognized human rights? If so, has the President found that the country made such significant improvement in its human rights record that furnishing such assistance is in the U S national interest?

* * * * *

II ASSISTANCE CHECKLIST

Listed below are criteria applicable to the assistance resources themselves, rather than to the eligibility of a country to receive the following categories of assistance (A) both Development Assistance and Economic Support Funds, (B) Development Assistance only, or (C) Economic Support Funds only assistance

CROSS REFERENCE IS COUNTRY CHECKLIST UP TO DATE?

A DEVELOPMENT ASSISTANCE AND ECONOMIC SUPPORT FUND Yes

1 Congressional Notification

a General Requirement (FY 1996 Appropriations Act Sec 515, FAA Sec 634A) If money is to be obligated for an activity or strategic objective not previously justified to Congress, or for an amount in excess of amount previously justified to Congress, has Congress been properly notified (unless the Appropriations Act notification requirement has been waived because of substantial risk to human health or welfare)? Yes

b Special Notification Requirement (FY 1996 Appropriations Act Sec 520) Are all activities proposed for obligation subject to prior congressional notification? Yes

c Notice of Account Transfer (FY 1996 Appropriations Act Sec 509) If funds are being obligated under an appropriation account to which they were not appropriated, has the President consulted with and provided a written justification to the House and Senate Appropriations Committees and has such obligation been subject to regular notification procedures? N/A

d Cash Transfers and Nonproject Sector Assistance (FY 1996 Appropriations Act Sec 532(b)(3)) If funds are to be made available in the form of cash transfer or nonproject sector assistance, has the Congressional notice included a detailed description of how the funds will be used, with a discussion of U S interests to be served and a description of any economic policy reforms to be promoted? Yes

2 **Engineering and Financial Plans** (FAA Sec 611(a)) Prior to an obligation in excess of \$500,000, will there be (a) engineering, financial or other plans necessary to carry out the assistance, and (b) a reasonably firm estimate of the cost to the U S of the assistance? Yes

3 **Legislative Action** (FAA Sec 611(a)(2)) N/A
If legislative action is required within recipient country with respect to an obligation in excess of \$500,000, what is the basis for a reasonable expectation that such action will be completed in time to permit orderly accomplishment of the purpose of the assistance?

4 **Water Resources** (FAA Sec 611(b)) If the assistance is for water or water-related land resource construction, have benefits and costs been computed to the extent practicable in accordance with the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U S C 1962, et seq)? N/A

5 **Cash Transfer/Nonproject Sector Assistance Requirements** (FY 1996 Appropriations Act Sec 532) If assistance is in the form of a cash transfer or nonproject sector assistance

a **Separate Account** Are all such cash payments to be maintained by the country in a separate account and not commingled with any other funds (unless such requirements are waived by Congressional notice for nonproject sector assistance)? No The Requirements for a separate account were waived by Congressional Notification

b **Local Currencies:** If assistance is furnished to a foreign government under arrangements which result in the generation of local currencies No local currency will be generated

(1) Has A I D (a) required that local currencies be deposited in a separate account established by the recipient government, (b) entered into an agreement with that government providing the amount of local currencies to be generated and the terms and

conditions under which the currencies so deposited may be utilized, and (c) established by agreement the responsibilities of A I D and that government to monitor and account for deposits into and disbursements from the separate account?

(2) Will such local currencies, or an equivalent amount of local currencies, be used only to carry out the purposes of the DA or ESF chapters of the FAA (depending on which chapter is the source of the assistance) or for the administrative requirements of the United States Government?

(3) Has A I D taken all appropriate steps to ensure that the equivalent of local currencies disbursed from the separate account are used for the agreed purposes?

(4) If assistance is terminated to a country, will any unencumbered balances of funds remaining in a separate account be disposed of for purposes agreed to by the recipient government and the United States Government?

6 **Capital Assistance** (FAA Sec 611(e)) If capital assistance is proposed (e g , construction), and total U S assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability to maintain and utilize the assistance effectively?

N/A

7 **Local Currencies**

a **Recipient Contributions** (FAA Secs 612(b), 636(h)) Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U S are utilized in lieu of dollars

More than 40 percent of the Ministry of Education's recurrent budget is allocated for basic education

b US-Owned Foreign Currencies

(1) **Use of Currencies** (FAA Secs 612(b), 636(h)) Are steps being taken to assure that, to the maximum extent possible, foreign currencies owned by the U S are utilized in lieu of dollars to meet the cost of contractual and other services N/A

(2) **Release of Currencies** (FAA Sec 612(d)) Does the U S own non-PL 480 excess foreign currency of the country and, if so, has the agency endeavored to obtain agreement for its release in an amount equivalent to the dollar amount of the assistance? No

8 **Trade Restrictions - Surplus Commodities** (FY 1996 Appropriations Act Sec 513(a)) If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U S producers of the same, similar or competing commodity? N/A

9 **Environmental Considerations** (FAA Sec 117, USAID Regulation 16, 22 CFR Part 216) Have the environmental procedures of USAID Regulation 16 been met? Yes

10 **PVO Assistance**

a **Auditing** (FY 1996 Appropriations Act Sec 551) If assistance is being made available to a PVO, has that organization provided upon timely request any document, file, or record necessary to the auditing requirements of USAID? N/A

b **Funding Sources** (FY 1996 Appropriations Act, Title II, under heading "Private and Voluntary Organizations") If assistance is to be made to a United States PVO (other than a cooperative development organization), does it obtain at least 20 percent of its total annual funding for international activities from sources other than the United States Government? If not, has the requirement been waived? N/A

11 **Agreement Documentation** (Case-Zablocki Act, 1 U S C Sec 112b, 22 C F R Part 181) For any bilateral agreement over \$25 million, has the date of signing and the amount involved been cabled to State L/T immediately upon signing and has the full text of the agreement been pouched to State/L within 20 days of signing?

N/A The Strategic Objective Agreement is not subject to the Case-Zablocki Act

12 **Metric System** (Omnibus Trade and Competitiveness Act of 1988 Sec 5164, as interpreted by conference report, amending Metric Conversion Act of 1975 Sec 2, and as implemented through A I D policy) Does the assistance activity use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate? Will A I D specifications use metric units of measure from the earliest programmatic stages, and from the earliest documentation of the assistance processes (for example, project papers) involving quantifiable measurements (length, area, volume, capacity, mass and weight), through the implementation stage?

Yes

13 **Abortions** (FAA Sec 104(f), FY 1996 Appropriations Act, Title II, under heading "Development Assistance" and Sec 518)

a Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions? (Note that the term "motivate" does not include the provision, consistent with local law, of information or counseling about all pregnancy options)

No

b Are any of the funds to be used to pay for the performance of involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilizations?

No

- c Are any of the funds to be made available to any organization or program which, as determined by the President, supports or participates in the management of a program of coercive abortion or involuntary sterilization? No
- d Will funds be made available only to voluntary family planning projects which offer, either directly or through referral to, or information about access to, a broad range of family planning methods and services? (As a legal matter, DA only) N/A
- e In awarding grants for natural family planning, will any applicant be discriminated against because of such applicant's religious or conscientious commitment to offer only natural family planning? (As a legal matter, DA only) N/A
- f Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning? No
- g Are any of the funds to be made available to any organization if the President certifies that the use of these funds by such organization would violate any of the above provisions related to abortions and involuntary sterilization? No

14 Procurement

- a **Source, Origin and Nationality** Yes
(FAA Sec 604(a) Will all procurement be from the U S , the recipient country, or developing countries except as otherwise determined in accordance with the criteria of this section?
- b **Marine Insurance** (FAA Sec 604(d)) N/A
If the cooperating country discriminates against marine insurance companies authorized to do business in the U S , will commodities be insured in the United States against marine risk with such a company?

<p>c Insurance (FY 1996 Appropriations Act Sec 528A) Will any A I D contract and solicitation, and subcontract entered into under such contract, include a clause requiring that U S insurance companies have a fair opportunity to bid for insurance when such insurance is necessary or appropriate?</p>	<p>Yes</p>
<p>d Non-U S Agricultural Procurement (FAA Sec 604(e)) If non-U S procurement of agricultural commodity or product thereof is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U S)</p>	<p>N/A</p>
<p>e Construction or Engineering Services (FAA Sec 604(g)) Will construction or engineering services be procured from firms of advanced developing countries which are otherwise eligible under Code 941 and which have attained a competitive capability in international markets in one of these areas? (Exception for those countries which receive direct economic assistance under the FAA and permit United States firms to compete for construction or engineering services financed from assistance programs of these countries)</p>	<p>No</p>
<p>f Cargo Preference Shipping (FAA Sec 603)) Is the shipping excluded from compliance with the requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 percent of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U S flag commercial vessels to the extent such vessels are available at fair and reasonable rates?</p>	<p>No</p>
<p>g Technical Assistance (FAA Sec 621(a)) If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? Will the facilities and resources of other Federal agencies be utilized, when they are particularly suitable, not competitive with private enterprise, and made available</p>	<p>Yes</p>

without undue interference with domestic programs?

h **U.S. Air Carriers** (Fly America Act, 49 U S C Sec 1517) If air transportation of persons or property is financed on grant basis, will U S carriers be used to the extent such service is available? Yes

i **Consulting Services** (FY 1996 Appropriations Act Sec 550) If assistance is for consulting service through procurement contract pursuant to 5 U S C 3109, are contract expenditures a matter of public record and available for public inspection (unless otherwise provided by law or Executive order)? N/A

j **Notice Requirement** (FY 1996 Appropriations Act Sec 565) Will agreements or contracts contain notice consistent with FAA section 604(a) and with the sense of Congress that to the greatest extent practicable equipment and products purchased with appropriated funds should be American-made? Yes

15 **Construction**

a **Capital Assistance** (FAA Sec 601(d)) If capital (e g , construction) assistance, will U S engineering and professional services be used? N/A

b **Large projects, Congressional Approval** (FAA Sec 620(k)) If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U S not exceed \$100 million (except for productive enterprises in Egypt that were described in the Congressional Presentation), or does assistance have the express approval of Congress? N/A

16 **U S Audit Rights** (FAA Sec 301(d)) If fund is established solely by U S contributions and administered by an international organization, does Comptroller General have audit rights? N/A

- 17 **Communist Assistance** (FAA Sec 620(h)) Yes
Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries?
- 18 **Narcotics**
- a **Cash Reimbursements** (FAA Sec 483) Yes
Will arrangements preclude use of financing to make reimbursements, in the form of cash payments, to persons whose illicit drug crops are eradicated?
- b **Assistance to Narcotics Traffickers** Yes
(FAA Sec 487) Will arrangements take "all reasonable steps" to preclude use of financing to or through individuals or entities which we know or have reason to believe have either (1) been convicted of a violation of any law or regulation of the United States or a foreign country relating to narcotics (or other controlled substances), or (2) been an illicit trafficker in, or otherwise involved in the illicit trafficking of, any such controlled substance?
- 19 **Expropriation and Land Reform** (FAA Sec 620(g)) Yes
Will assistance preclude use of financing to compensate owners for expropriated or nationalized property, except to compensate foreign nationals in accordance with a land reform program certified by the President?
- 20 **Police and Prisons** (FAA Sec 660) Yes
Will assistance preclude use of financing to provide training, advice, or any financial support for police, prisons, or other law enforcement forces, except for narcotics programs?
- 21 **CIA Activities** (FAA Sec 662) Will Yes
assistance preclude use of financing for CIA activities?

- 22 **Motor Vehicles** (FAA Sec 636(1)) Yes
Will assistance preclude use of financing for purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U S , unless a waiver is obtained?
- 23 **Export of Nuclear Resources** (FY 1995 Appropriations Act Sec 506) Yes
Will assistance preclude use of financing to finance, except for purposes of nuclear safety, the export of nuclear equipment, fuel, or technology?
- 24 **Publicity, Propaganda and Lobbying** (FY 1996 Appropriations Act Sec 547, Anti-Lobbying Act, 18 U S C § 1913, Sec 109(1) of the Foreign Relations Authorization Act, Fiscal Years 1988 and 1989, P L 100-204) No
Will assistance be used to support or defeat legislation pending before Congress, to influence in any way the outcome of a political election in the United States, or for any publicity or propaganda purposes not authorized by Congress?
- 25 **Commitment of Funds** (FAA Sec 635(h)) No
Does a contract or agreement entail a commitment for the expenditure of funds during a period in excess of 5 years from the date of the contract or agreement?
- 26 **Impact on U S Jobs** (FY 1996 Appropriations Act, Sec 539)
- a Will any financial incentive be provided to a business located in the U S for the purpose of inducing that business to relocate outside the U S in a manner that would likely reduce the number of U S employees of that business? No
- b Will assistance be provided for the purpose of establishing or developing an export processing zone or designated area in which the country's tax, tariff, labor, environment, and safety laws do not apply? If so, has the President determined and certified that such assistance is not likely to cause a loss of jobs within the U S ? No

c Will assistance be provided for a project or activity that contributes to the violation of internationally recognized workers rights, as defined in section 502(a)(4) of the Trade Act of 1974, of workers in the recipient country, or will assistance be for the informal sector, micro or small-scale enterprise, or smallholder agriculture?

No

B DEVELOPMENT ASSISTANCE ONLY

1 Agricultural Exports (Bumpers

N/A

Amendment) (FY 1996 Appropriations Act Sec 513(b)), as interpreted by conference report for original enactment) If assistance is for agricultural development activities (specifically, any testing or breeding feasibility study, variety improvement or introduction, consultancy, publication, conference, or training), are such activities (a) specifically and principally designed to increase agricultural exports by the host country to a country other than the United States, where the export would lead to direct competition in that third country with exports of a similar commodity grown or produced in the United States, and can the activities reasonably be expected to cause substantial injury to U S exporters of a similar agricultural commodity, or (b) in support of research that is intended primarily to benefit U S producers?

2 Recipient Country Contribution (FAA Secs 110, 124(d)) Will the recipient country provide at least 25 percent of the costs of the activity with respect to which the assistance is to be furnished or is this cost-sharing requirement being waived for a "relatively least developed" country?

Yes, the Government of Ghana will provide 25% of program costs

3 Forest Degradation (FAA Sec 118)

a Will assistance be used for the procurement or use of logging equipment? If so, does the an environmental assessment indicate that all timber harvesting operations involved will be conducted in an environmentally sound manner and that the proposed activity will produce positive

No

economic benefits and sustainable forest management systems?

b Will assistance be used for (1) No
actions which will significantly degrade national parks or similar protected areas which contain tropical forests, or introduce exotic plants or animals into such areas, (2) activities which would result in the conversion of forest lands to the rearing of livestock, (3) the construction, upgrading, or maintenance of roads (including temporary haul roads for logging or other extractive industries) which pass through relatively undergraded forest lands, (4) the colonization of forest lands, or (5) the construction of dams or other water control structures which flood relatively undergraded forest lands? If so, does the environmental assessment indicate that the activity will contribute significantly and directly to improving the livelihood of the rural poor and will be conducted in an environmentally sound manner which supports sustainable development?

4 **Deobligation/Reobligation** (FY 1995 N/A
Appropriations Act Sec 510) If deob/reob authority is sought to be exercised under section 510 in the provision of DA assistance, are the funds being obligated for the same general purpose and for countries within the same region as originally obligated, and have the House and Senate Appropriations Committees been properly notified? [Note Compare to no-year authority under section 511]

5 **Capital Assistance** (Jobs Through Export N/A
Act of 1992, Secs 303 and 306(d)) If assistance is being provided for a capital activity, is the activity developmentally sound and will it measurably alleviate the worst manifestations of poverty or directly promote environmental safety and sustainability at the community level?

6 **Loans**

a **Repayment capacity** (FAA Sec N/A
122(b)) Information and conclusion on capacity of the country to repay the loan at a reasonable rate of interest

b **Long-range plans** (FAA Sec 122(b)) N/A
Does the activity give reasonable promise of assisting long-range plans and programs designed to develop economic resources and increase productive capacities?

c **Interest rate** (FAA Sec 122(b)) If N/A
development loan is repayable in dollars, is interest rate at least 2 percent per annum during a grace period which is not to exceed ten years, and at least 3 percent per annum thereafter?

d **Exports to United States** (FAA Sec 620(d)) N/A
If assistance is for any productive enterprise which will compete with U S enterprises, is there an agreement by the recipient country to prevent export to the U S of more than 20 percent of the enterprise's annual production during the life of the loan, or has the requirement to enter into such an agreement been waived by the President because of a national security interest?

7 **Planning and Design Emphases** Has agency guidance or the planning and design documentation for the specific assistance activity under consideration taken into account the following, if applicable?

a **Economic Development** FAA Sec 101(a) requires that the activity give reasonable promise of contributing to the development of economic resources or to the increase of productive capacities and self-sustaining economic growth A more educated population will be better able to contribute to economic growth

b **Special Development Emphases** The program
FAA Secs 102(b), 113, 281(a)) require that assistance (1) effectively involve the poor in development by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, dispersing investment from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using will increase the access of poor people at the local level to the economic benefits of this activity (higher earning capacity thru

appropriate U S institutions, (2) encourage democratic private and local governmental institutions, (3) support the self-help efforts of developing countries, (4) promote the participation of women in the national economies of developing countries and the improvement of women's status, and (5) utilize and encourage regional cooperation by developing countries

increased
literacy and
numeracy)

c Development Objectives FAA Secs

See 7b, above

102(a), 111, 113, 281(a) require that assistance (1) effectively involve the poor in development, by expanding access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U S institutions, (2) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions, (3) support the self-help efforts of developing countries, (4) promote the participation of women in the national economies of developing countries and the improvement of women's status, and (5) utilize and encourage regional cooperation by developing countries?

d Agriculture, Rural Development

N/A

and Nutrition, and Agricultural Research

FAA Secs 103 and 103A require that (1) **Rural poor and small farmers** assistance for agriculture, rural development or nutrition be specifically designed to increase productivity and income of rural poor, and assistance for agricultural research take into account the needs of small farmers and make extensive use of field testing to adapt basic research to local conditions,

(2) **Nutrition:** assistance be used in coordination with efforts carried out under FAA Section 104 (Population and Health) to help improve nutrition of the people of developing countries through encouragement of increased production of crops with greater nutritional value, improvement of planning, research, and education with respect to nutrition, particularly with reference to

N/A

improvement and expanded use of indigenously produced foodstuffs, and the undertaking of pilot or demonstration programs explicitly addressing the problem of malnutrition of poor and vulnerable people,

(3) **Food security** assistance increase national food security by improving food policies and management and by strengthening national food reserves, with particular concern for the needs of the poor, through measures encouraging domestic production, building national food reserves, expanding available storage facilities, reducing post harvest food losses, and improving food distribution

N/A

e Population and Health FAA Secs

N/A

104(b) and (c) require that assistance for population or health activities emphasize low-cost, integrated delivery systems for health, nutrition and family planning for the poorest people, with particular attention to the needs of mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems, and other modes of community outreach

f Education and Human Resources

Development FAA Sec 105 requires that assistance for education, public relevant to students administration, or human resource development (1) strengthen nonformal education, make formal education more relevant, especially for rural families and urban poor, and strengthen management capability of institutions enabling the poor to participate in development, and (2) provide advanced education and training of people of developing countries in such disciplines as are required for planning and implementation of public and private development activities

The activity will make education more relevant to students needs and involve parents more closely in school management Training will enhance the ability of teachers to develop the planning and implementation capability of their students, many of whom

would be
expected to participate more
fully in public
and private
sector development activities

g Energy, Private Voluntary

N/A

Organizations, and Selected Development Activities FAA Sec 106 requires that assistance for energy, private voluntary organizations, and selected development problems may be used for (1) data collection and analysis, the training of skilled personnel, research on and development of suitable energy sources, and pilot projects to test new methods of energy production, and facilitative of research on and development and use of small-scale, decentralized, renewable energy sources for rural areas, emphasizing development of energy resources which are environmentally acceptable and require minimum capital investment, (2) technical cooperation and development, especially with U S private and voluntary, or regional and international development, organizations, (3) research into, and evaluation of, economic development processes and techniques, (4) reconstruction after natural or manmade disaster and programs of disaster preparedness, (5) special development problems, and to enable proper utilization of infrastructure and related projects funded with earlier U S assistance, (6) urban development, especially small, labor-intensive enterprises, marketing systems for small producers, and financial or other institutions to help urban poor participate in economic and social development

h Appropriate Technology FAA Sec 107 requires that assistance emphasize use of appropriate technology (defined as relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor

Appropriate technologies will be used in upgrading school facilities

1 **Tropical Forests** FAA Sec 118 and FY 1991 Appropriations Act Sec 533(c) as referenced in section 532(d) of the FY 1993 Appropriations Act) require that

(1) **Conservation** assistance place N/A
a high priority on conservation and sustainable management of tropical forests and specifically (i) stress the importance of conserving and sustainably managing forest resources, (ii) support activities which offer employment and income alternatives to those who otherwise would cause destruction and loss of forests, and help countries identify and implement alternatives to colonizing forested areas, (iii) support training programs, educational efforts, and the establishment or strengthening of institutions to improve forest management, (iv) help end destructive slash-and-burn agriculture by supporting stable and productive farming practices, (v) help conserve forests which have not yet been degraded by helping to increase production on lands already cleared or degraded, (vi) conserve forested watersheds and rehabilitate those which have been deforested, (vii) support training, research, and other actions which lead to sustainable and more environmentally sound practices for timber harvesting, removal, and processing, (viii) support research to expand knowledge of tropical forests and identify alternatives which will prevent forest destruction, loss, or degradation, (ix) conserve biological diversity in forest areas by supporting efforts to identify, establish, and maintain a representative network of protected tropical forest ecosystems on a worldwide basis, by making the establishment of protected areas a condition of support for activities involving forest clearance or degradation, and by helping to identify tropical forest ecosystems and species in need of protection and establish and maintain appropriate protected areas, (x) seek to increase the awareness of U S Government agencies and other donors of the immediate and long-term value of tropical forests, (xi) utilize the resources and abilities of all relevant U S government agencies, (xii) be based upon careful analysis of the alternatives available to achieve the best sustainable use of the land, and (xiii) take full account of the environmental impacts of the proposed activities on biological diversity

(2) **Sustainable forestry**

N/A

assistance relating to tropical forests assist countries in developing a systematic analysis of the appropriate use of their total tropical forest resources, with the goal of developing a national program for sustainable forestry

j **Biological Diversity** FAA Sec

N/A

119(g) requires that assistance (i) support training and education efforts which improve the capacity of recipient countries to prevent loss of biological diversity, (ii) be provided under a long-term agreement in which the recipient country agrees to protect ecosystems or other wildlife habitats, (iii) support efforts to identify and survey ecosystems in recipient countries worthy of protection, or (iv) by any direct or indirect means significantly degrade national parks or similar protected areas or introduce exotic plants or animals into such areas

k **Benefit to Poor Majority** FAA Sec

128(b) requires that if the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, it be designed and monitored to ensure that the ultimate beneficiaries are the poor majority

The ultimate beneficiaries are the children of the poor majority

l **Indigenous Needs and Resources**

FAA Sec 281(b) requires that an activity recognize the particular needs, desires, and capacities of the people of the country, utilize the country's intellectual resources to encourage institutional development, and support civic education and training in skills required for effective participation in governmental and political processes essential to self-government

The activity will engage the participation of people at the community level in improving the the country's primary education system

m **Energy** FY 1991 Appropriations

N/A

Act Sec 533(c) as referenced in section 532(d) of the FY 1993 Appropriations Act) requires that assistance relating to energy

focus on (1) end-use energy efficiency, least-cost energy planning, and renewable energy resources, and (2) the key countries where assistance would have the greatest impact on reducing emissions from greenhouse gases

n Debt-for-Nature Exchange FAA Sec 463 requires that assistance which will finance a debt-for-nature exchange (1) support protection of the world's oceans and atmosphere, animal and plant species, or parks and reserves, or (2) promote natural resource management, local conservation programs, conservation training programs, public commitment to conservation, land and ecosystem management, or regenerative approaches in farming, forestry, fishing, and watershed management	N/A
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C ECONOMIC SUPPORT FUND ONLY

1 Economic and Political Stability (FAA Sec 531(a)) Does the design and planning documentation demonstrate that the assistance will promote economic and political stability?	The activity is funded with Development Assistance
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To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of Part I of the FAA?

2 **Military Purposes** (FAA Sec 531(e))
Will this assistance be used for military or paramilitary purposes?

3 **Commodity Grants/Separate Accounts** (FAA Sec 609) If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made? (For FY 1996, this provision is superseded by the separate account requirements of FY 1996 Appropriations Act Sec 532(a), see Sec 532(a)(5))

4 **Generation and Use of Local Currencies** (FAA Sec 531(d)) Will ESF funds made available for commodity import programs or other program assistance be used to generate local currencies? If so, will at least 50 percent of such local currencies be available

to support activities consistent with the objectives of FAA sections 103 through 106? (For FY 1996, this provision is superseded by the separate account requirements of FY 1996 Appropriations Act Sec 532(a), see Sec 532(a)(5))

5 **Capital Activities** (Jobs Through Exports Act of 1992, Sec 306) If assistance is being provided for a capital project, will the project be developmentally-sound and sustainable, i e , one that is (a) environmentally sustainable, (b) within the financial capacity of the government or recipient to maintain from its own resources, and (c) responsive to a significant development priority initiated by the country to which assistance is being provided

Foreign Assistance Act of 1961, as Amended

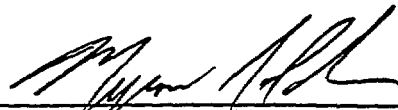
Section 611(a) and 611(e) Certification

Section 611(a)

The Primary Education Strategic Objective design team has carried out detailed technical and financial planning for the activities required to achieve the sector strategic objective of increased effectiveness of the primary education system. Activities have been clearly identified for fostering quality education through a model school program and the implementation of improved policies in the education sector. Reasonably firm estimates of the cost to the United States Government of providing such assistance have been completed. No additional legislative action is required within the recipient country to achieve the planned activities.

Section 611(e)

Improvements to the physical infrastructure of schools will be carried out under the strategic objective. It is expected that most of this activity will be renovations though there may also be some limited new construction. Architectural and engineering standards and services, along with construction oversight, are budgeted for the Model Schools Program. Construction activities will be subject to an amendment to the SOAG IEE. This amendment will be completed before any construction begins. Communities will readily utilize the improved school buildings. Maintenance of the structures will be provided for from the budgets of the district councils and the cash and in-kind contributions of the local communities. All the approximately 140 schools that have been constructed over the past four years through the monetization of Title II funds have been satisfactorily maintained.


Myron Golden
Director
USAID/Ghana

Sept 28, 1996
Date

USAID Grant Agreement Nos 641-0128 (641-T-606)
641-0129

STRATEGIC OBJECTIVE GRANT AGREEMENT

between

THE UNITED STATES OF AMERICA
acting through
THE UNITED STATES AGENCY
FOR INTERNATIONAL DEVELOPMENT

and

THE REPUBLIC OF GHANA

for

INCREASING THE EFFECTIVENESS OF THE
PRIMARY EDUCATION SYSTEM

Date September 30, 1996

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Strategic Objective Grant Agreement

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STRATEGIC OBJECTIVE GRANT AGREEMENT

Dated September 30, 1996

Between

The United States of America, acting through the United States Agency for International Development ("USAID")

and

The Republic of Ghana (hereinafter referred to as the "Grantee")

Article 1 Purpose

The purpose of this Strategic Objective Grant Agreement ("Agreement") is to set out the understanding of the parties named above (the "Parties") about the Strategic Objective described below

Article 2 Strategic Objective and Results

Section 2 1 Strategic Objective The Strategic Objective ("Objective") is to increase the effectiveness of the primary education system

Section 2 2 Results In order to achieve that Objective, the Parties agree to work together to achieve the following Results improved classroom instruction, expanded and improved district management of primary education, more efficient use of educational resources throughout the system, increased community participation and a policy environment that will support these results Within the limits of the definition of the Objective in Section 2 1, this Section 2 2 may be changed by written agreement of the authorized representatives of the Parties without formal amendment to the Agreement

Section 2 3 Annex 1, Amplified Description Annex 1, attached, amplifies the above Objective and Results Within the limits of the above, changes to Annex 1 are limited by the definition of the Objective in Section 2 1, Annex 1 may be changed by written agreement of the authorized representatives of the Parties without formal amendment of this Agreement

Article 3 Contributions of the Parties

Section 3 1 USAID Contribution

(a) The Grant To help achieve the Objective set forth in this Agreement, USAID, pursuant to the Foreign Assistance Act of 1961, as amended, hereby grants to the Grantee under the terms of the Agreement not to exceed Eight Million Three Hundred Ninety-seven Thousand United States ("U S ") Dollars (\$8,397,000) (the "Grant")

(b) Total Estimated USAID Contribution USAID's total estimated contribution to achievement of the Objective will be U S \$53,000,000 in Non Project Assistance and Project Assistance USAID's contribution will be provided in increments Subsequent increments will be subject to the availability of funds to USAID for this purpose and the mutual agreement of the Parties, at the time of each subsequent increment, to proceed

(c) Unilateral Deobligation If at any time USAID determines that its contribution under Section 3 1(a) exceeds the amount which reasonably can be committed for achieving the Objective or Results or activities during the current or next U S fiscal year, USAID may, upon written notice to the Grantee, withdraw the excess amount, thereby reducing the amount of the Grant as set forth in Section 3 1(a) Actions taken pursuant to this subsection will not revise USAID's total estimated contribution set forth in 3 1(b)

Section 3 2 Grantee Contribution

(a) The Grantee agrees to provide or cause to be provided all funds, in addition to those provided by USAID and any other donor identified in Annex 1, and all other resources required to complete, on or before the Completion Date, all activities necessary to achieve the Results

(b) The Grantee's contribution, based on USAID's contribution in section 3 1(a), will not be less than the equivalent of U S \$2,800,000, including in-kind contributions The Grantee's Total Estimated Planned Contribution to the Objective will not be less than the equivalent of U S \$17,700,000, including in-kind contributions, subject to availability of funds to the Grantee for this purpose, the mutual agreement of the Parties, at the time of each subsequent increment, to proceed, and USAID providing the

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total estimated amount in Section 3 1(b) The Grantee will report at least annually in a format to be agreed upon with USAID on its cash and "in-kind" contributions

Article 4 Completion Date

(a) The Completion Date, which is September 30, 2002, or such other date as the Parties may agree to in writing, is the date by which the Parties estimate that all the activities necessary to achieve the Objective and Results will be completed

(b) Except as USAID may otherwise agree to in writing, USAID will not issue or approve documentation which would authorize disbursement of the Grant for services performed or goods furnished after the Completion Date

(c) Requests for disbursement, accompanied by necessary supporting documentation prescribed in Implementation Letters, are to be received by USAID no later than nine (9) months following the Completion Date, or such other period as USAID agrees to in writing before or after such period After such period USAID, at any time or times, may give notice in writing to the Grantee and reduce the amount of the Grant by all or any part thereof for which requests for disbursement, accompanied by necessary supporting documentation prescribed in Implementation Letters, were not received before the expiration of such period

Article 5 Conditions Precedent to Disbursement of Project Assistance

Section 5 1 First Disbursement of Project Assistance Prior to the first disbursement of project assistance under the Grant, or to the issuance by USAID of documentation pursuant to which disbursement will be made, the Grantee will, except as the Parties may otherwise agree in writing, furnish to USAID in form and substance satisfactory to USAID

(a) A statement of the name of the person holding or acting in the office of the Grantee specified in Section 9 2, and of any additional representatives, together with a specimen signature of each person specified in such statement

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Section 5 2 Notification for Project Assistance USAID will promptly notify the Grantee when USAID has determined that the condition precedent in Section 5 1 has been met

Section 5 3 Terminal Date for Condition Precedent for Project Assistance

(a) The terminal date for meeting the condition precedent specified in Section 5 1 is 60 days from the date of this Agreement or such later date as USAID may agree to in writing before or after the above terminal date If the condition precedent in Section 5 1 has not been met by the above terminal date, USAID, at any time, may terminate this Agreement by written notice to the Grantee

Article 6 Conditions Precedent to Disbursement of Nonproject Assistance

Section 6 1 First Disbursement of Nonproject Assistance

Prior to the first disbursement of nonproject assistance under the Grant, in the amount of Two Million Five Hundred Thousand United States Dollars (US\$2,500,000), or to the issuance by USAID of documentation pursuant to which disbursement will be made, the

Grantee will, except as the Parties may otherwise agree in writing, furnish to USAID, in form and substance satisfactory to USAID, evidence that

(a) The Grantee will identify senior representatives of the Ministry of Finance and the Ministry of Education who will be responsible for assuring the implementation of the Model School Program, and specify the resources to be allocated to Model School Program activities for the forthcoming Ghanaian fiscal year

(b) The Grantee has developed policy and implementation guidelines for reducing the number of primary subjects and increasing instructional time for language, and disseminated these guidelines to district and school educational personnel

(c) The Grantee has conducted an analysis of educational personnel staffing and needs of the Ministry of Education and the Ghana Education Service at the central, regional, district and

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school levels, and implemented a plan for reassigning personnel in selected districts

(d) The Grantee has prepared an explicit plan for effective distribution, utilization and monitoring of instructional materials, and implemented the plan in selected districts

Section 6 2 Notification for Nonproject Assistance USAID will promptly notify the Grantee when USAID has determined that the conditions precedent specified in Section 6 1 have been met

Section 6 3 Terminal Date for Conditions Precedent for Nonproject Assistance Except as USAID may otherwise agree in writing, the terminal date for meeting the conditions precedent in Section 6 1 shall be March 31, 1997

Article 7 Special Covenants

The parties agree to carry out the terms of the following special covenants

(a) The GOG will conduct the annual Criterion Referenced Test and publicize the scores on a timely basis, including averages nationwide, by region and by gender

(b) The GOG will provide sufficient personnel and financial resources to implement the Strategic Objective Program and agrees to integrate successful elements of the program into the national educational system

(c) The GOG will furnish to USAID such reports and information relating to the Grant and the performance of the Grantee's obligations under this Agreement as USAID may reasonably request

Article 8 Trust Fund Appropriation

Section 8 1 Appropriation The Grantee agrees, during the life of the Program, to appropriate for each disbursement tranche under the Agreement, from its General Budget, the cedi equivalent of ten percent (10%) of the dollar value of each year's nonproject assistance disbursement for allocation to a USAID Trust Fund account

ANNEX V

Section 8 2 Rate of Exchange The Ghanaian cedi equivalent of Trust Funds shall be calculated on the basis of the highest rate of exchange available, excluding FOREX Bureaus, at the time the disbursement is made, and is not unlawful in the Republic of Ghana, unless USAID agrees otherwise in writing USAID will request the GOG to effect the transfer of Trust Funds within one week following the disbursement of the dollar Cash Transfer

Article 9 Miscellaneous

Section 9 1 Communications Any notice, request, document, or other communication submitted by either Party to the other under this Agreement will be in writing or by telegram, telefax or cable, and will be deemed duly given or sent when delivered to such Party at the following address

To USAID

Mail Address

Director

USAID

P O Box 1630

Accra, Ghana

To the Grantee

Mail Address

Minister

Minister of Finance

P O Box M 40

Accra, Ghana

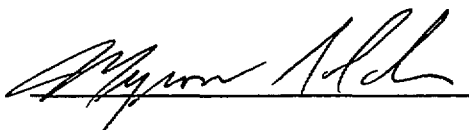
All such communications will be in English, unless the Parties otherwise agree in writing Other addresses may be substituted for the above upon the giving of notice

Section 9 2 Representatives For all purposes relevant to this Agreement, the Grantee will be represented by the individual holding or acting in the Office of Minister of Finance, and USAID will be represented by the individual holding or acting in the Office of Director, USAID/Ghana, each of whom, by written notice, may designate additional representatives for all purposes other than signing formal amendments to the Agreement or exercising the power under Sections 2 2 or 2 3 to revise the Results or Annex 1 The names of the representatives of the Grantee, with specimen signatures, will be provided to USAID, which may accept as duly authorized any instrument signed by such representatives in implementation of this Agreement, until receipt of written notice of revocation of their authority

Section 9 3 Standard Provisions Annex A "Standard Provisions Annex" (Annex 2) is attached to and forms part of this Agreement

IN WITNESS WHEREOF, the United States of America and the Grantee, each acting through its duly authorized representatives, have caused this Agreement to be signed in their names and delivered as of the day and year first above written

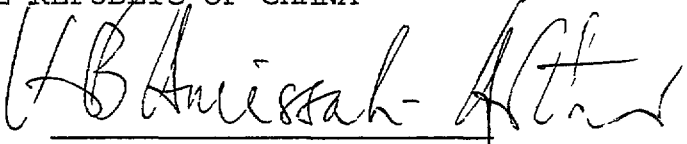
THE UNITED STATES OF AMERICA

By 

Mr Myron Golden
Mission Director
USAID/Ghana

Date September 30, 1996

THE REPUBLIC OF GHANA

By 

Mr K B Amissah-Arthur
Deputy Minister, Ministry of
Finance

Date 24 September, 1996

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ANNEX 1 AMPLIFIED DESCRIPTION

I. Introduction

This annex describes the activities to be undertaken and the results to be achieved with the funds obligated under this Agreement. Nothing in this Annex 1 shall be construed as amending any of the definitions or terms of the Agreement.

II. Background

The long-term vision of Ghana is to become a middle-income country by 2020. A recognized priority within that vision is the development of a participatory, literate citizenry which will build the foundation for democratic processes, economic growth and the social well-being of the nation. The Government of Ghana (GOG) has targeted improvements in the quality of basic education as a critical step to attaining national development goals.

The GOG's support for basic education is assured by the constitutional mandate for the provision of free, compulsory universal basic education (fCUBE) by the year 2005. In response to this mandate, the Ministry of Education (MOE) has prepared an fCUBE plan which establishes the policy and program framework for a Basic Education Sector Improvement Program (BESIP). The sector framework identifies critical areas for improving quality education, including improvements in the curriculum and teaching, strengthening and improving the efficiency of a decentralized management system, and increasing community participation. Through consultations with the MOE, USAID and other bilateral and multilateral development agencies have endorsed the fCUBE planning framework. There is however, a recognition that the long-term goals for free, compulsory and universal basic education are ambitious and unlikely to be achieved in a ten year period. Nonetheless, USAID and the other donors recognize that fCUBE demonstrates the commitment of the GOG to improving basic education and are using it as a guiding framework for planning sector improvements.

USAID has been active in Ghana's education reform since 1990. The USAID Primary Education Program (PREP), 1990-97, provided essential inputs such as textbooks, teacher training and national assessment systems to re-invigorate an education system that nearly collapsed during the 1980s. These inputs were necessary but not sufficient for improving school quality and learning outcomes. Likewise, efforts to reform national policies to improve conditions at the district and school levels did not achieve the anticipated results. PREP's Equity Improvement Program (EIP) had a more positive impact on schools through pilot projects focused on enhancing the role of teachers, headmasters and communities in order to improve pupil enrollment, retention and achievement.

The USAID-funded Center for Research on Improving Primary Education in Ghana (CRIQPEG), based at the University of Cape Coast, has had good results with using school-based interventions to improve school quality in Ghana. Through a process of diagnosing learning needs, introducing strategies to improve teaching and learning, and evaluating the impact of the interventions, the CRIQPEG Program improved teaching, learning, and community participation. Ghanaian educational researchers and practitioners from the University of Cape Coast have worked closely with primary students, teachers, headmasters, school supervisors and parents to improve pupil-centered teaching and learning practices through the effective utilization of instructional materials, continuous assessment of pupil learning progress, and stronger linkages between teachers, supervisors and parents.

Some gains have also been made in decentralizing the education system. Most recently, the Ghana Education Service Act of 1995 created a framework for a decentralized basic education system. This Act devolved responsibility for school infrastructure, maintenance and monitoring to the district level.

USAID's knowledge of new learning technologies, previous experience in basic education reform programs in Ghana and access to a wide range of highly qualified technical experts gives it a comparative advantage in helping the GOG carry out its basic education program. Given this experience and the improved environment for reform, USAID can make a substantial contribution to improving the quality of instruction in the classroom, increasing local participation in school management and decentralizing the management of the education system to the district level.

III Constraints to Quality Education

At the primary school level, Ghana currently has a gross enrollment rate of 78%, which is considerably lower than the rates achieved by the middle income countries it seeks to emulate. Government resources have been directed principally towards expanding enrollment which has resulted in a decline in the quality of education. Results from a national examination in mathematics and English given over the past four years to a sample of students completing the sixth grade revealed that less than 4% of primary school graduates achieved passing scores. These data from CRIQPEG indicates that a large percentage of primary school leavers are functionally illiterate.

Over the past two years, more than 50 studies and workshops have been completed on reform of the basic education system by the MOE, the donor community and Ghanaian researchers. USAID conducted a number of studies to improve its support for primary education. These studies identified two major constraints to improving primary education in Ghana: a poor classroom learning environment and ineffective national policies, management systems, and insufficient resources to support quality schooling.

A. Classroom Learning Environment

The low student performance level in Ghana is a result of a number of interrelated factors that converge in the classroom learning environment. These factors include low attendance rates, ineffective teaching, lack of supervision, and inadequate school facilities. Class attendance, both by the teachers and pupils, has been a major problem, particularly in rural areas. Declining school standards, coupled with poor conditions of service and low levels of supervision, have resulted in high rates of teacher absenteeism and are a disincentive for pupils to regularly attend school.

Once present, teachers are often unable to effectively use the classroom time. Many teachers have been trained in subject areas such as English, math and sciences, but lack a basic understanding of the teaching methodology needed to teach effectively. In addition, there are too many subjects to teach in a day, and the materials required to enhance learning are often inappropriate for the grade level or unavailable. Most primary schools in Ghana lack basic instructional materials such as textbooks, chalk, a blackboard and writing materials. Even in schools that currently have textbooks teachers have lost the ability to use them effectively and still rely on outdated instructional practices, such as rote memorization and copying from the blackboard.

A decline in supervision standards, procedures and resources have weakened the supervisory roles performed by headteachers and circuit supervisors. Although most headteachers and circuit supervisors have received some supervisory training, they are constrained by lack of adequate resources to carry out their duties. Classroom observation research in Ghana suggests that less than two hours per day are spent on actual learning. Furthermore, teachers have not been trained to use regular and standardized pupil assessments to inform themselves about pupils' learning progress, nor have circuit supervisors been trained to improve teaching through classroom observation and assessment.

The poor conditions of school buildings and basic furnishings further contribute to low teacher and pupil performance.

B. National Policies and Management Systems

Significant policy and technical constraints in Ghana's education sector reduce the GOG's ability to improve student performance. Over 90 percent of the Ministry of Education's (MOE) budget is devoted to salaries and benefits, leaving few resources available for program and material support. Districts and communities are overly reliant on a weak, centralized bureaucracy that is unable to provide the level of services required for quality education. The following are key policy areas that require immediate attention to improve education nationwide.

(1) Curriculum, Instruction and Student Assessment

Difficult conditions of service and limited training have, in many cases, led to lower standards of teaching and learning. Teachers are presently expected to teach nine (9) subjects at the primary school level. The overloaded curriculum is burdensome to both teachers and students. Methods of instruction rely heavily on techniques that diminish student participation and interest, such as memorization. Textbooks and supplementary learning materials are lacking or inadequate, consequently reducing the teacher's ability to stimulate student participation. Standardized student assessments are conducted at the end of primary school after 6 years of schooling. However, use of a continuous student assessment instrument for teachers and their supervisors to accurately evaluate student progress at different levels of the system is absent, making it difficult to develop interventions to improve student performance.

(2) Personnel Management and Performance System

The MOE's personnel management system does not meet the needs of the districts and communities. It does not provide a full complement of trained teachers for each primary school in the country. Some schools have too many teachers, others too few. Moreover, the teachers' language proficiencies and skills often do not meet the needs of the districts and communities to which they are assigned. Though the Ministry of Education has an official policy that the language of instruction for the first three years of school must be in indigenous language, teachers are often posted to localities where they do not speak the local language. Poor conditions of service and the limited prestige associated with being a primary school teacher encourages members of the profession to move as quickly as possible into the junior or senior secondary school or into education administration. Poor supervision from district education offices means that teachers are not appropriately rewarded or sanctioned for their performance.

(3) District and Community Authority and Accountability

Districts and communities are reliant on a centralized education bureaucracy that lacks the resources--human and financial--to effectively deliver quality education to the schools. Although some communities are providing support for schools, community confidence in the education system has eroded.

There are moves to decentralize the management of schools in Ghana. The GOG is committed to shifting more responsibility for the oversight of education to the district level. The Ghana Education Service Act of 1995 formally established District Education Oversight Committees (DEOCs) in all 110 districts of the country. The responsibilities of these committees include maintaining the condition of school buildings, providing teachers, ensuring the attendance of pupils and teachers, seeing that school personnel perform their duties, maintaining discipline in schools, and ensuring an adequate supply of textbooks and learning materials. Members of the DEOCs include civic officials, district education

personnel, parents and school representatives. In its present form, the Act is inconsistent, in some of its provisions, with other legislation. The roles and responsibilities of the DEOCs have to be clarified, and considerable training and resources are needed to make these new institutions effective.

At the sub-district level the Ministry has launched a program to establish school management committees (SMCs) for primary schools. DEOCs will have oversight responsibility for the SMCs, however, the roles and responsibilities of the SMC and their relation to the parent-teacher associations needs to be clarified.

In order to ensure the success of decentralization several policy issues need to be addressed. Most notably decision-making and control of resources need to be transferred from the central to the district level to ensure that teachers are posted appropriately and that they are better monitored and evaluated. Regular and consistent training of staff at the district and school levels needs to be incorporated into district education management plans. Additional management reform, restructuring and training particularly in the areas of budgeting and financial management and school supervision are also needed.

A significant deficiency has been the lack of an effective planning and management tool to guide the move toward improved school quality.¹ Schools and districts have not been given the opportunity to develop specific strategies and processes for education improvement that meet their own particular local needs.

(4) Compilation and Analysis of Information

The MOE's systems for gathering and analyzing primary education information do not provide timely, accurate data which is needed to make informed decisions on policies, programs and resource allocation. Devolution has increased the need for timely, accurate information at the district and school levels.

Without a clearer picture of what is happening in the schools, the MOE cannot determine which interventions will best address their needs. Currently, there is no system for incorporating best practices and lessons learned in the schools into Ministry planning. The MOE is addressing this by putting in place the Education Management Information Systems (EMIS) which is designed to meet the need for fast, reliable information. By ensuring that

¹USAID's primary education strategic objective program will use the school quality standards (SQS) approach to improve teaching and management at the school level. SQS is based upon the premise that there is a threshold of conditions and processes at each school, that is necessary for effective teaching and learning. These conditions and processes include appropriate use of instructional materials in each classroom, effective school management and leadership, a sufficient number of trained and committed teachers, suitable furnishings and equipment, regular application of pupil assessment techniques, adequate classrooms, offices and storage, and satisfactory community support and participation.

all model schools are full participants in the EMIS system, USAID will assist the MOE to develop a comprehensive system for gathering and analysis which is sustainable

IV Rationale and Strategy for Program

The USAID/Ghana primary education strategic objective is to assist the Government of Ghana to **increase the effectiveness of the primary education system**. Effective primary education is fundamental to achieving the literacy and numeracy levels required for sustainable economic growth. Studies have shown that adults in developing countries with higher levels of education have higher rates of paid employment, higher individual earnings, greater agricultural productivity, lower fertility, and better health and nutritional status than adults with lower educational attainment. Within the education sector, primary schooling has been found to have the highest social rates of return.

USAID's strategic objective has been informed by research and project experience. USAID's experience with the Primary Education Program (PREP), the Center for Research on Improving Primary Education in Ghana (CRIQPEG) and support for PVOs/NGOs to improve school conditions, coupled with the MOE's sector improvement goals provide the foundation and rationale for a program based on targeted interventions at the school level and at the policy level to improve and implement initiatives that support quality education. The program is designed to develop, demonstrate and replicate the conditions and processes that are required for improving school standards and ultimately, pupil learning throughout the education system by establishing Model Schools.

To achieve the strategic objective, USAID will work simultaneously at two levels by using a combination of non-project and project assistance. The focus of the program is to develop school quality standards through the Model Schools Program that deliver quality education and are cost effective and replicable on a national scale. Concurrently, USAID will work at the national level on reforming policies and programs that will create a more supportive environment for quality primary education.

Success in achieving the overall strategic objective will be measured by (1) an increase in the percentage of students in Model Schools passing the criterion referenced test for English from 3.6 percent in 1995 to 30 percent in 2002, and for mathematics from 1.8 percent in 1995 to 15 percent in 2002, (2) national adoption of the school quality standards developed through the Model Schools Program, (3) an increase in the enrollment rates in Model Schools from 60 percent in 1995 to 85 percent by 2002, and (4) an increase in the retention rates in Model Schools from 50 percent in 1995 to 80 percent in 2002.

V Planned Program Results Packages and Activities

USAID will use a two-pronged approach to support achievement of program outcomes through implementation of two results packages: (1) Quality Education Through Model Schools and (2) National Policy Implementation for Quality Education.

A. Quality Education Through Model Schools

The cornerstone of the Model Schools results package is to demonstrate the conditions that are required for effective and sustainable primary education and replicate the successful elements into a national Model Schools Program. As a major focus of this effort, USAID will support 330 model schools, including at least one Model School in each of the 110 districts. In each of these schools, USAID will help put in place all the functions and resources necessary to operate the schools at acceptable school quality standards (SQS). The provisional SQS outlined in Table 1 provide targets for each of the three activities described below. In their present form, the SQS represent the best current practices for primary education in Ghana. With the knowledge gained from the Model Schools, USAID will help the MOE develop school quality standards into a national-level planning and management tool that is affordable and appropriate in the Ghanaian context.

USAID's strategy is to launch the SQS program in 24 schools in six districts and to expand the activities into other regions and districts during the six years of the Program. Schools will be selected to participate in the Model Schools Program on the basis of agreed upon criteria jointly developed between USAID, the MOE, districts and communities. The criteria will include among other things population size, gender and equity considerations.

Anticipated outcomes for this results package are that at least 90 percent of the model schools meet their annual SQS objectives. Illustrative indicators of success include (1) regular student assessments to demonstrate performance improvement, (2) increased attendance rates for headmaster and teachers, (3) improved management of schools, (4) increased student attendance and retention rates, and (5) the SQS approach spreads to additional schools ahead of schedule.

The following sub-activities will support achievement of the results package by focusing on (1) improving the environment for learning, (2) promoting effective teaching, and (3) supporting greater parent and community involvement in education.

(1) Improving the Environment for Learning

The GOG's plans to decentralize the management of primary education to the district level will require substantial investments in training and infrastructure. A major function of the district government is the provision and maintenance of school facilities and equipment. Increasingly, district officials are being given more responsibilities for the management and supervision of school operations.

As a means of improving the supporting structure for primary education, USAID efforts will focus on i) strengthening District support for model schools, ii) creating and implementing school improvement plans, iii) improving supplies and distribution of learning materials, and iv) renovating and constructing physical facilities in model schools.

District Assemblies, District Education Officers and District Education Oversight Committees will be trained and supported to design, budget, manage, and oversee quality primary education programs associated with model schools

School improvement plans for Model Schools will be developed by the community and districts to provide the necessary quantity and sequencing of technical, financial and physical inputs required to achieve the targeted school quality standards. An illustrative indication of the types of inputs anticipated include school construction or renovation, provision of textbooks and other learning materials, and training of teachers, headteachers and circuit supervisors and communities to assume their roles and responsibilities in fostering better educational standards. The school improvement plans will provide the basis for agreement and coordination among MOE staff, districts, communities, school staff and USAID sponsored implementing agents on the model school activities

Each model school will be provided a package of school materials and supplies necessary to meet SQS standards. The program will also test, validate and spread effective approaches to supplying and distributing the basic learning materials required for SQS activities in Model schools. Technical assistance and training will be provided to and assess the most appropriate mix of learning materials for the first model schools, train teachers on the new materials introduced, and developing methods for ensuring recurring support for materials and supplies

In order to meet minimum thresholds for physical school facilities in model schools, assistance will be provided to renovate and construct classrooms, teachers facilities, storage, latrines, water systems, and canteens. These efforts will be done on the basis of standard, pre-approved designs which are economical and replicable

The anticipated outcome for this component is that at least 90% of the Model Schools will meet annual school quality standards related to physical facilities and supplies

(2) Promoting Effective Teaching

Teacher performance improves when there is a clear definition of learning objectives and academic success, a full utilization of scheduled learning time, regular assessment of pupils in relation to learning objectives, and use of that assessment to inform teaching strategies. Creative use of instructional materials and positive reinforcement for good performance can enhance teaching success and encourage student participation

Activities in this element will focus on strengthening the capacity at the District and community levels to more effectively manage and supervise schools and personnel. This will include capacity building and training of circuit supervisors, headteachers, and teachers

USAID will assist the GOG to (1) train teachers to use pupil centered instructional practices and assessment techniques, (2) improve school supervision by both circuit supervisors and school headmasters, (3) create a sustainable in-service professional development system, and (4) develop and test distance learning technologies for teacher training and classroom instruction

The anticipated outcome for this component is that pupil performance on standardized annual assessments is at least 50% higher in the Model Schools than pupil performance in control schools. Illustrative indicators of success include (1) teachers attend training and apply new approaches in the classroom, (2) teachers demonstrate pupil-centered teaching, (3) teachers incorporate regular pupil assessments into teaching practices, (4) teacher supervision is more frequent and more performance oriented, and (5) teacher attendance and student retention rates increase

(3) Supporting Greater Parent and Community Involvement

Community involvement and commitment to school effectiveness is critical for reducing student absenteeism, increasing enrollments (especially for girls), motivating students and teachers, and supporting school development. USAID will assist parents to take a more active and directed role in the oversight and support of local primary schools. The program will inform parents about educational reforms, expand the capacity and experience of communities to articulate a demand for quality and participate in school improvements, and contribute actively to the success of their local schools

Under the community involvement component USAID will help to (1) develop and implement educational information campaigns about quality education and model schools, (2) establish and strengthen School Management Committees, parent teacher associations and other local organizations support schools basic skills training in accounting, management and advocacy and (3) support the participation of communities in developing and implementing school improvement plans

The anticipated outcome for this component is that at least 80% of model school parent and community groups meet their commitments for annual SQS improvement plans. Illustrative indicators of success include (1) parent and community groups meet their cost-sharing commitments for SQS plans, (2) parent teacher associations and school management committees in model schools are functional, (3) assessment of student progress is regularly provided to parents

<p align="center">Table 1 ILLUSTRATIVE SET OF SCHOOL QUALITY STANDARDS (SQS)</p>	
<p>I IMPROVED ENVIRONMENT FOR LEARNING</p> <p>A SCHOOL FACILITIES</p> <ul style="list-style-type: none"> - Durable school facility with adequate space for demand - Sufficient secure storage area in each school - School latrines & portable water accessible and maintained - Physical facility for preparing/storing food <p>B INSTRUCTIONAL MATERIALS</p> <ul style="list-style-type: none"> - 100% teachers have guides for each subject taught - At least 1 textbook per pupil for each core subject in each class - One set of supplemental learning materials for each grade & subject - Every pupil has exercise book and 2 pencils <p>II PROMOTE EFFECTIVE TEACHING</p> <p>A SCHOOL MANAGEMENT</p> <p>School supervision visit at least 3 times/year</p> <ul style="list-style-type: none"> - School Timetable followed - School improvement plan prepared - Regular staff meetings held to work on school improvement plan - Daily school supervision by head/senior teaching 	<p>B CLASSROOM & TEACHING</p> <ul style="list-style-type: none"> - Teacher attendance is over 90% - Each classroom has adequate space for 50 pupils - Teacher prepares regular lesson plans - Teacher guides for subjects utilized - One seat & writing surface for each pupil - One blackboard per classroom - Three assessments per pupil per term <p>C STAFFING</p> <ul style="list-style-type: none"> - 90% of teachers demonstrating competent teaching - In-service professional development - 2 times/yr - One teacher per class/subject - Teachers paid on time <p>III SUPPORT GREATER PARENT & COMMUNITY INVOLVEMENT</p> <ul style="list-style-type: none"> - The child comes to school healthy and prepared to learn - Parents and the community provide financial and/or material support for the school's operation - There is frequent communication between school staff and parents on pupil progress - Every school has active PTAs or SMC

B Implementation of Improved Policies for Quality Education

Broad policy initiatives to be pursued over the six year program include (1) adoption of School Quality Standards into the primary education system nationwide, (2) reform of the primary education curriculum and student assessment system to improve learning and teaching in the classroom, (3) improvement of the MOE personnel management system, (4) increased capacities and authorities to the district and school level, and (5) development of a system that provides critical SQS information to policy makers on a national basis. The NPA is discussed in Section VIII A (2). The annual tranche review process will provide a formal mechanism for the GOG (MOE and MOF) and USAID to discuss progress, problems and delays in meeting program objectives.

The GOG is committed to the adoption of national school quality standards which are successfully tested in the Model School Program. In response to this commitment the program will sponsor meetings and workshops at regular intervals during implementation to review progress and lessons learned from the SQS interventions in Model Schools.

Likewise, as part of program monitoring stock will be taken of which successful elements and results have been incorporated into the national primary education system

(1) Revising Primary Education Curriculum and Developing and Testing Instructional Materials and Assessment Standards and Procedures

Development of a more appropriate and relevant curriculum plays an essential role in improving student learning. This must be accompanied by the development of clear and attainable learning objectives for each primary grade along with appropriate guidelines and instruments for assessing pupils' progress.

Under the curriculum, instructional materials and assessment component, USAID will assist the GOG to (1) develop and implement policies and procedures to reduce the number of subjects in primary grades from nine to five and increase instructional time for language learning, (2) develop an improved primary curriculum, (3) develop and test revised instructional materials (textbooks, learning aids, and instructional technologies), (4) develop and test standardized pupil assessment instruments linked to the revised curriculum, (5) train teachers in the use of revised learning and assessment tools, and (6) train staff of the MOE's Curriculum Research and Development Division in management of the curriculum reform process.

The anticipated outcomes under this component are (1) Within 3 years curriculum changes for grades 1-3 will have been developed and piloted in model schools and accepted by the MOE for introduction throughout the primary education system. This includes development and testing of standardized pupil assessment instruments linked to the curriculum. (2) Within 5 years curriculum changes for grades 4-6 will have been developed and piloted in model schools and accepted by the MOE for introduction throughout the primary education system. This includes development and testing of standardized pupil assessment instruments linked to the curriculum. (3) Within 2 years the policy directive which allots additional instruction time for language will be adequately implemented by at least 80% of schools in districts implementing Model School programs.

(2) Improving the Education Personnel Management System

Improving personnel management within the education system is crucial to reducing the shortages of trained teachers at the primary level, ensuring that communities are assigned teachers with appropriate language skills and addressing issues related poor conditions of service such as ensuring that teachers are paid on time, better supervised, adequately rewarded for good performance and sanctioned for poor performance. USAID will assist the Ministry of Education and other relevant policy and implementing units to develop and test revised personnel policies and procedures in model districts and schools and then provide information and analysis on lessons learned and conditions and resources required for replication.

Under the personnel management component, USAID will assist the GOG to (1) develop and implement a personnel redeployment plan, (2) improve and implement policies, management systems and procedures for recruiting, hiring, posting, transferring and promoting educational personnel, (3) establish a management system and standardized procedures for assessing teacher performance in the classroom, (4) develop a management system and procedures for implementing incentives and sanctions for education personnel, and (5) train MOE and district education personnel in the use of revised policies and procedures

The anticipated outcomes for this component are (1) Those districts which have initiated Model School programs will have already developed and fully implemented personnel redeployment plans. Redeployment entails ensuring that all district primary schools have a full complement of qualified staff, that primary school teachers occupying redundant management positions are re-posted to teaching positions, and (2) Teacher attendance in districts which initiate Model School programs will rise to at least 80% within two years

(3) Increasing the Capacity and Authority of Districts and Schools

Devolving more authority and building management capacity within districts and schools is a crucial element in rebuilding community confidence in the education system. Greater district and community participation in school management improve the responsiveness of schools to community needs and priorities. This will in turn reduce the bottlenecks that arise from the concentration of responsibilities for education management and implementation within a centralized education bureaucracy.

Under the capacity and authority component for districts and schools, USAID will assist the GOG (1) to establish clear and consistent policy guidelines on roles and responsibilities of key educational units and personnel at the national, regional, district and school level, (2) train district and school personnel in planning, budgeting, and management of financial and personnel resources - this includes training district personnel to improve teacher supervision and conduct in-service training of teachers, and (3) supporting the GOG to increase the share of primary education resources controlled by the districts. These activities are in conjunction with the Model Schools Program discussed in Section A.

The anticipated outcomes under this component are (1) At least 75% of District Education Oversight Committees in districts managing Model School programs will accomplish objectives of annual SQS plans. Illustrative indicators of success include annual school maintenance plans are fully completed, each primary school in the district is fully staffed, annual attendance targets for teachers and pupils in district schools are met, supervisory visits from district education offices take place as planned, and each school in the district has an adequate supply of textbooks and learning materials. (2) Within 3 years of starting up a Model School program, districts will increase primary education expenditures on non-salary items by at least 25%.

(4) Improving School Quality Information and Analysis

Improving the compilation and analysis of school quality information is essential to a more efficient allocation of resources. Assisting the Ministry of Education and other relevant policy and implementing units to incorporate SQS data into mainstream information management systems will ensure that the SQS model will be diffused throughout the education system.

Under the information and analysis component, USAID will assist the GOG to 1) integrate SQS information into the MOE information management system, (2) train MOE personnel in information analysis and use of data in program planning, and (3) organize fora to promote sharing of information among community leaders, staff of model schools and district/central planners.

The anticipated outcome under this component are (1) Within 3 years of initiating a Model School program, districts will be able to formulate annual plans on the basis of complete, accurate school-based data from the previous academic year and (2) By 2001 at least 75% of primary education professionals -- including teachers, headteachers, circuit supervisors, district education officers and others -- will be familiar with results of effective practices generated from model school programs.

VI. Implementation Roles and Responsibilities

USAID/Ghana and the Ministry of Education will have the prime responsibility for program management and implementation. Other key implementing agencies include the Ministry of Finance, the Ministry of Local Government, The Office of the Head of Civil Service (OHCS), the National Development Planning Commission (NDPC), US-based contractors and international and local non-governmental and private voluntary organizations. In program areas where there is mutual interest and benefit, USAID will work with other donor agencies, particularly Britain's Overseas Development Agency and the World Bank, to promote effective donor implementation and coordination.

A. GOG National-level Program Implementation

The Ministry of Education through the fCUBE Secretariat will be responsible for coordinating program activities at the national level. The MOE will assure that adequate staff are dedicated to prepare annual work plans and budgets, and implement and integrate program activities into the mainstream of MOE operations. The principals with technical and managerial responsibilities at the national level include the fCUBE Coordinator, fCUBE technical consultants, Director General of the Ghana Education Service, Director of Basic Education, Director of Curriculum, Research and Development Division (CRDD), Director of Teacher Education, and the four core MOE functional divisions: Planning, Budgeting, Monitoring and Evaluation (PBME), Manpower Development, Training and Personnel Policy.

and Management, Statistics, Information Management, Public Relations and Research, and General Administration and Finance

The MOF will be responsible for ensuring that adequate funds are allocated to education through the GOG budgetary process, and in the review of the policy dialogue agenda, conditionality and monitoring of program results. The MOF will participate in the semi-annual MOE/Donor consultative group meetings that will review government and donor sector funding and establish budget targets required for achieving program results.

The MOE and MOF will also participate in the USAID Ghana-led strategic objective team which provides ongoing planning, analysis, implementation oversight and monitoring activities for the program. USAID will coordinate the strategic objective team activities. The team will have representation from key implementing agencies and stakeholder groups. USAID will also participate in the fCUBE implementation oversight committee (IOC), and the semi-annual GOG/Donor consultative panel.

B District-level Program Implementation

At the district level, the Ministry of Education District Education Offices, District Assemblies, and District Education Oversight Committees will be responsible for coordinating and integrating program activities into District operations. The District Directors of Education and District Chief Executives will ensure that adequate staff are dedicated to prepare annual work plans and budgets, participate in training programs, provide site monitoring, and facilitate interactions between the district, NGOs/PVOs and community-based organizations such as parent teacher associations and school management committees.

C School/Community-level Program Implementation

At the school and community level teachers, headteachers, circuit supervisors, PTAs and SMCs will have overall responsibility for participating in the consultative process for agreeing to school standards and for incorporating those standards into mainstream school operations. Teachers, Headteachers and Circuit Supervisors will participate in training programs and implement new instructional and assessment programs. PTAs and SMCs will be responsible for coordinating community based contributions to the school improvement programs.

D Annual Implementation Plan

Annual implementation plans will be jointly prepared by the Ministry of Education and USAID. These plans will include specific program outcomes, activities and resources required for achieving program results. The plans will be prepared each year as annual budgets are developed during the normal GOG budgetary and planning process, commencing with GOG fiscal year 1998.

E Other Development Agencies Supporting Basic Education

In addition to USAID, several bilateral and multilateral development agencies have pledged their support for sector improvement activities. Over the next five years more than \$150 million in loans and grants will be made available for sector improvements. To maximize the efficient use of resources USAID will, to the extent possible, work in partnership with other bilateral and multilateral development organizations that support sectoral improvement goals. Other donors should be encouraged to devote resources and to participate in the Model Schools Program, to the extent that their contributions are consistent with the objectives of the Program. USAID will continue to participate in fora to promote donor dialogue, coordination and information exchange. The principal development agencies for Basic Education include World Bank, Overseas Development Agency, GTZ/KFW, EU, UNICEF, JICA and Danida.

VII Technical Assistance

The objectives of the technical assistance under the program is to seek creativity, innovation, and different options for pursuing a national program for quality primary education. The specific technical assistance package for the program will be determined by the content of the proposals from potential contractors. Until the time that USAID and GOG approve acceptable proposals the technical assistance package described below is illustrative.

USAID project assistance will finance both short and long term technical assistance from the U S and Ghana to support the Program objectives. USAID will make maximum use of local technical assistance and training institutions for implementation and management of Program activities. Technical assistance is currently envisaged to assist the MOE develop and implement national policies that impact on the primary education system and the districts and communities implement and replicate the Model Schools Program. In consultation and collaboration with the GOG, USAID will develop scopes of work for all technical assistance which will be submitted to the GOG for approval. USAID will procure the technical services through a competitive and transparent process. The GOG will participate in the review of proposals submitted as a member of the technical evaluation committees. The contractor(s) selected will be responsible for providing technical assistance to the MOE and other implementing institutions, as required. Technical assistance needs will be continuously reviewed by the GOG and USAID to ensure cost effectiveness and relevance.

The objective of USAID's assistance is to increase Ghana's capacity to promote and maintain quality education into the future. The anticipated levels of technical assistance proposed are indicative and will be more fully identified and discussed in the future in consultation with the GOG. The Model Schools Program will be implemented in 330 schools with at least one model school in each of 110 districts. Based on current estimates of requirements, USAID plans to finance assistance for field coordination and development of model schools, technical expertise to the Ministry of Education, and development of communities. To accomplish the objectives of the Program, USAID will provide two long-term resident SQS

Field Coordinators who will be based outside of Accra for four (4) years of the program to ensure effective implementation of the Model Schools Program and assistance to the district assemblies, district education oversight committees and district education offices

To assist the MOE develop and implement more effective national policies, three long-term technical advisors are envisaged. The core areas that have been identified in consultation with the MOE are (1) educational planning, (2) curricula development, and (3) monitoring and evaluation. It is anticipated that the educational planner would be based in Ghana for five years. The other two specialists would be based in Ghana for three years each.

It is USAID's experience that PVOs are one of the most efficient delivery vehicles for day to day work at the community level. USAID believes that the involvement of PVO organizations is critical to the success of the Model Schools program and would usefully serve to complement and implement the activities of the District Education Oversight Committees and the School Management Committees. PVOs would also work in partnership with Ghanaian NGOs to strengthen the school management process and increase community confidence and awareness. It is envisaged that two U.S. PVOs would start working in communities at the beginning of the Program. As the Program becomes successful and begins to expand into more communities and districts, an additional U.S. PVO may be involved.

Short term technical assistance will also be provided by the Program in the areas of personnel management, employee evaluation, student assessments, instructional materials, subject design, and in other supportive areas. The GOG will also review and approve all scopes of work for short term technical assistance.

VIII. Funding

A. USAID Contribution

The planned USAID contribution to this activity over a six-year period is \$53,000,000 (\$35,000,000 in project assistance and \$18,000,000 in non-project assistance). The non-project assistance is planned in the form of a cash grant to be disbursed in six tranches against the meeting of mutually agreed conditionalities by the GOG. Future USAID contributions are subject to the availability of funds and joint agreement of the Parties to proceed. Table 1 illustrates the planned schedule for obligations. The illustrative financial plan showing expenditures and non-project assistance for the program is set forth in Table 2.

(1) Project Assistance

It is anticipated that project funding will finance long- and short-term technical assistance, training, workshops and seminars, commodities, instructional materials, research, studies and surveys, institutional strengthening grants to districts and nongovernmental organizations.

(NGOs), project support, and evaluations and audits Table 1 provides a detailed description of the budget and illustrative inputs to be financed by the Program

(2) Non-project Assistance

(a) Relationship to the Strategic Objective

USAID/Ghana set a level of \$18 million in non-project assistance to support the primary education strategic objective in FYs 1996 to 2002 in order to maximize improvements in the national education system given finite resources and complementary needs for technical assistance, training and support for community participation NPA will support Ghana's efforts to reform the primary education system and provide leverage to encourage policy changes In FY 96, \$2.5 million is programmed for NPA The remainder of the planned FY 96 obligation of \$8,397,000 will be used for starting up a range of complementary activities

NPA will address policy constraints to the achievement of the strategic objective, "increased effectiveness of the primary education system " The first year's conditionality is contained in Article 6 of the Strategic Objective Agreement Subsequent conditionality will be determined annually by the Parties through a review process Policy initiatives, first year conditionality and an illustrative list of future conditionality are summarized in Attachment A

(b) Tranche Disbursements

The first and subsequent tranches will be disbursed immediately after an approved PIL has been countersigned by MOF and MOE confirming that CPs to disbursement of the respective tranches have been met After issuance of the PIL, USAID Ghana will instruct USAID/W (FA/FM/CMPD) by cable to transfer the funds to a GOG-designated, Bank of Ghana account in New York The cable will include (1) certification that all CPs have been met and the date met, (2) any other information which may be required under the terms of the agreement to make the disbursement, (3) the dollar amount to be disbursed, and (4) the Bank of Ghana's U S bank address, account name and account number USAID/W will then effect the transfer from the U S Treasury into that account USAID will notify the Grantee in writing upon receipt of notification that the disbursement has occurred

(c) Dollar Tracking

Section 532(b) of the 1996 Foreign Assistance Appropriations Act states that countries receiving cash transfers or cash-disbursing, non-project sector assistance, whether Development Assistance or Economic Support Funds, are required to establish separate accounts for receipt of such funds and not to commingle them with other funds However, per Section 532(b)(4) of the aforementioned Act, USAID may exempt this activity from the separate account requirement upon notification of the Committee on Appropriations The

legislation further requires USAID to submit a Congressional Notification at least 15 days prior to obligation of such cash transfer or non-project assistance, including details on the planned uses of the dollars to be provided. This has been done and the congressional Notification which expired without objection on August 20, 1996 (STATE 174639) constitutes approval to exempt this Strategic Objective from the separate account requirement. The Mission's rationale for seeking this exemption was to support the existing policies that are non-restrictive and are supportive of market allocations of foreign exchange.

(d) Local Currency

Dollar disbursements will go directly into a GOG account at the Bank of Ghana and no local currency will be generated. In turn, the GOG will provide sufficient funding for the local currency needs of the primary education program through the general budget. Conditions precedent and covenants have been drafted in such a way that the GOG will be responsible for demonstrating that adequate budgetary resources have been appropriated, committed and disbursed to achieve performance objectives. USAID's role will be to monitor the conditionality and the specific conditions as they relate to specific program and impact indicators.

(e) USAID Trust Fund

As part of the Strategic Objective Agreement, the GOG will appropriate from its General Budget the cedi equivalent of not more than ten percent (10%) of the dollar value of each year's NPA disbursement for allocation to a Trust Fund account for administrative costs of USAID. The exact percentage will be determined annually through GOG/USAID consultations. The Ghanaian cedi equivalent of Trust Funds shall be calculated on the basis of the highest rate of exchange available, excluding FOREX Bureaus, at the time the disbursement is made and is not unlawful in the Republic of Ghana, unless USAID agrees otherwise in writing. USAID will request the GOG to effect the transfer of Trust Funds within one week following the disbursement of the dollar Cash Transfer.

B. Grantee Contribution

The Grantee will contribute 25 percent of the total cost of the Program, the local currency equivalent of \$17,700,000, toward meeting the objectives of the activity. The Grantee contribution for FY 96 is the equivalent of \$2,800,000. The contribution may include expenditures for the salaries of GOG personnel during program implementation, as well as in-kind contributions of office space, classroom facilities and supplies.

C Changes to the Financial Plan

Changes may be made to the financial plan by representatives of the Parties without formal amendment to the Agreement, if such changes do not cause (1) USAID's contribution to exceed the amount specified in Section 3.1 of the Agreement, or (2) the Grantee's contribution to be less than the amount specified in Section 3.2 of the Agreement

IX Measuring, Monitoring and Evaluating, and Roles and Responsibilities

A Measuring

1.0 Strategic Objective - Increased Effectiveness of the Primary Education System

Success in achieving the overall strategic objective, will be judged by whether the following results are achieved

- The percentage of students in Model Schools passing the criterion referenced test for English rises from 36 percent (national average) in 1995 to 30 percent in 2002, and for mathematics from 18 percent to 15 percent over the same period,
- Enrollment rates in Model Schools increase from 60 percent (1995) to 85% by 2002, and
- Retention rates in Model Schools increase from 50 percent (1995) to 80 percent by 2002

2.0 Results Packages

A number of broad outcomes under each result package will contribute to achievement of the overall objective. They include

2.1 Quality Education Through Model Schools

2.1.1 Improved Environment for Learning

- At least 90 percent of the Model Schools meet annual SQS objectives for improving the learning environment

2.1.2 More Effective Teaching

- Within two years of establishing an SQS program, pupil performance in model schools on standardized annual assessments is at least 50% greater than that in control schools

2.1.3 Greater Parent and Community Involvement

- At least 80% of model school parent and community groups meet their commitments for annual SQS improvement plans

2.2 Improved Policies for Quality Education Implemented

2.2.1 Model School Program Adopted Nationwide

- The SQS model school program adopted in all 110 districts,

2.2.2 Primary Education Curriculum Revised and Instructional Materials Developed and Tested along with Assessment Standards and Procedures

- Within 3 years of start-up of program activities, curriculum changes for grades 1-3 will have been developed and piloted in model schools and accepted by the MOE for introduction throughout the primary education system. This includes development and testing of standardized pupil assessment instruments linked to the curriculum
- Within 5 years curriculum changes for grades 4-6 will have been developed and piloted in model schools and accepted by the MOE for introduction throughout the primary education system. This includes development and testing of standardized pupil assessment instruments linked to the curriculum
- Within 2 years the policy directive which allots additional instructional time for language will be adequately implemented by at least 80% of schools in districts implementing a Model Schools program

2.2.3 Education Personnel Management System Improved

- Those districts which initiate Model School programs will have already developed and fully implemented personnel redeployment plans. Redeployment entails insuring that all district primary schools have a full complement of qualified staff, that primary school teachers occupying management positions are re-posted to teaching positions and that overstaffing of teaching staff in junior and senior secondary schools is eliminated

- Teacher attendance in districts managing an SQS program in model schools rises to at least 80% within two years of initiating the program

2.2.4 Capacity and Authority of Districts and Schools Increased

- At least 75% of District Education Oversight Committees in districts managing Model School programs accomplish objectives of annual SQS plans
- Within 3 years of starting up a Model School program, districts will increase primary education expenditures on non-salary items by at least 25%

2.2.5 School Quality Information and Analysis Improved

- Within 3 years of starting up a Model Schools program, districts will be able to formulate annual plans on the basis of complete, accurate school-based data from the previous academic year
- By 2001 at least 75% of primary education professionals -- including teachers, headteachers, circuit supervisors, district education officers and others -- will be familiar with results of effective practices generated from model schools programs

B Monitoring and Evaluation Schedule

Monitoring and evaluation are integral parts of program implementation under USAID's reengineered guidelines for activity achievement. Evaluations are supposed to be undertaken as needed, rather than according to a pre-arranged schedule. In accordance with the new precepts, the evaluation schedule will be flexible, with an interim and final evaluation taking place only if it is deemed necessary for project achievement. The principal monitoring and evaluation instruments are discussed below.

Semi-Annual Portfolio Reviews USAID conducts semi-annual in-house reviews to examine the progress being made in implementing development activities and in achieving targets. Representatives from the MOF, MOE and GES will be invited to attend these reviews.

Annual Meetings of the MOE Consultative Group USAID will participate in discussions with the MOE and other donors on progress, planning and resource requirements for the fCUBE program.

Interim External Evaluation USAID plans to conduct an interim evaluation of the program after the third year of program activities. This evaluation will assess progress in meeting implementation and/or impact targets and will document costs and benefits of different techniques and approaches tested in the SQS program. This evaluation is intended as well to document reasons why some approaches are more effective than others. This will take into

consideration strengths and weaknesses within communities, schools and districts and their effects on expected results. USAID will solicit input and comments from the MOE, the Ministry of Finance (MOF) and Ghana Education Service (GES). USAID will also provide copies of final reports to these GOG agencies.

Final Evaluation USAID will undertake a final evaluation toward the close of activities for achieving this objective. This evaluation will include a discussion of the resources expended, accomplishments achieved and lessons learned in the course of achieving the strategic objective. USAID will solicit input and comments from the MOE, MOF and GES. USAID will also provide copies of final reports to these GOG agencies.

C Evaluations and Audits Budget

The pilot activity of awarding incentive grants to districts will require careful monitoring to document the adequacy of financial management by the grantees. A total of \$250,000 has been earmarked for audits which will be conducted annually beginning in the second year of program activities.

Two external evaluations are scheduled in the course of the program, an interim evaluation which will take place during the third year of program activities and a final evaluation which will take place toward the end of the fifth year. A total of \$450,000 has been earmarked for these external evaluations.

D Approach, Roles and Responsibilities

The monitoring and evaluation plan calls for using people- and community-level measures wherever possible, desegregating data in order to assess whether benefits are equitably distributed throughout the primary education system, working with the MOE to ensure the accuracy and timeliness of its data collection and making data available to local and national education authorities for use in decision-making and to parents so they can assess the progress being made by the schools in their communities.

In general the plan calls for compilation and analysis of data which is collected directly by the MOE. This includes data on pupil attendance, retention, teacher attendance, personnel assignments, expenditures and school construction/improvements. Where the MOE is currently taking steps to improve its data collection at the district and school level, additional assistance will be required to collect and analyze information for use in planning and budgeting. At present plans are underway within the MOE with EU funding to improve education information management systems. USAID/Ghana and the implementing entities will provide the necessary assistance to ensure that the system for monitoring school quality standards is integrated into the MOE's strategy for improving its information management.

Attachment A
Policy Initiatives and Conditionalities

Policy Initiatives	YEAR 1 Conditionalities	YEARS 2-3 Illustrative Conditionalities	YEARS 4-6 Illustrative Conditionalities
<i>Improve the personnel management system</i>			
1 Assign personnel on the basis of competency and need 2 Establish competency based employee evaluation system 3 Establish more appropriate guidelines (procedures and resources) for teaching supervision 4 Link teacher training college training to classroom instructional goals	1 1 Conduct analysis of educational personnel staffing and needs of the Ministry of Education and Ghana Education Service at the central, regional district and school levels, and implement a plan for reassigning personnel in selected districts	1 2 Implement plan for reassignment of teaching and management personnel in Model School Program districts 2 1 Develop a competency- based personnel evaluation system (piloted in selected districts) 3 1 Review, modify and implement guidelines, standards and norms for teachers managers and circuit supervisors in selected districts	1 Demonstrated improvements in the distribution and assignment of educational personnel 2 Competency based evaluation system being used in the promotion and assignment of personnel 3 Improved incentives and more effective sanctions linked to performance for teachers, managers and circuit supervisors 4 Demonstrated integration between teacher training colleges, Curriculum Research and Development Division and teaching practice

Policy Initiatives	YEAR 1 Conditionalities	YEARS 2 3 Illustrative Conditionalities	YEARS 4 6 Illustrative Conditionalities
<i>Improve curriculum, student instruction and assessment</i>			
5 Implement pupil centered curriculum 6 Reduce the number of subjects taught in the primary grades and restructure use of instructional time 7 Introduce pupil centered teaching methods 8 Link pupil assessments to learning goals and classroom strategies	5 1 Prepare an explicit plan for effective distribution utilization and monitoring of instructional materials, and implement plan in selected districts 6 1 Develop and disseminate policy and implementation guidelines for reducing the number of primary subjects and increasing instructional time for language	5 1 Develop and implement phased plan for effective national distribution utilization and monitoring of instructional materials in Model School Program districts 5 2 Establish learning benchmarks (goals) in primary grade 1 6 as a guide to curriculum development 5 3 Develop adopt and implement action plan for curriculum improvements 6 1 Implement plan for reducing the numbers of subjects taught in primary grades in selected districts 6 2 Develop disseminate and implement guidelines for more effective use of instructional time 6 3 Implement guidelines for increasing language instruction time 7 1 Identify, plan and implement measures to improve teaching methods in selected districts 8 1 Develop and implement a program for the use of continuous pupil assessment to improve instruction and learning outcomes in selected districts	5 Increased utilization of improved instructional materials and curriculum 6 Fewer subjects being taught at each level of primary education and more time being devoted to effective instruction including language instruction 7 Improved teaching practices demonstrated in selected districts 8 Continuous pupil assessment being used to improve instruction and learning outcomes in selected districts

Policy Initiatives	YEAR 1 Conditionalities	YEARS 2-3 Illustrative Conditionalities	YEARS 4-6 Illustrative Conditionalities
<i>Increase capacity and authority of districts and schools</i>			
<p>9 Clearly define and support devolution of authority to districts and communities</p> <p>10 Ensure that adequate and timely resources (funding and personnel) are available to meet education plan increase spending on non salary items</p> <p>11 Adopt School Quality Standards (SQS) as a school based planning and management tool</p>	<p>10 1 Provide sufficient personnel and financial resources to implement Strategic Objective Program and agree to integrate successful elements into the national educational system (Covenant)</p> <p>11 1 GOG will identify senior representatives of the MOF and MOE who will be responsible for assuring the implementation of the Model School Program, and specify the resources to be allocated to Model School Program activities for the forthcoming Ghanaian fiscal year</p>	<p>9 1 Establish guidelines on the roles, responsibilities and relationships between district and school level institutions</p> <p>9 2 Develop and implement action plan for newly decentralized management and financial authorities</p> <p>10 1 Demonstrate that districts and schools are making progress in receiving adequate financial and personnel resources</p> <p>10 2 Demonstrate that expenditures on non salary items are increasing as planned</p> <p>11 1 Implement SQS Model School Program in at least 14 districts</p> <p>11 2 Provide personnel and budgetary support for SQS</p>	<p>9 Districts and schools using new authorities to meet explicit local education priorities active PTAs and school management committees</p> <p>10 Increased resources for primary education especially non salary expenditures timely and public reporting on GOG and donor educational expenditures</p> <p>11 SQS Model School Program in use nationwide</p>
<i>Improve school quality information and analysis</i>			
<p>12 Improve collection analysis and dissemination of school quality information</p>	<p>12 1 Conduct and publicize Criterion Referenced Tests on timely basis including averages nationwide, by region and by gender (Covenant)</p>	<p>12 1 Integrate SQS information into the MOE information management system</p> <p>12 2 Timely, collection, analysis and publication of CRT results</p>	<p>12 Complete accurate and timely school based data available for use in national and district planning and resource allocation</p>

Annex 2
Standard Provisions

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Standard Provisions

Article A Definitions and Implementation Letters

Section A 1 Definitions As used in this Annex, the "Agreement" refers to the Strategic Objective Grant Agreement to which this Annex is attached and of which this Annex forms a part. Terms used in this Annex have the same meaning or reference as in the Agreement.

Section A 2 Implementation Letters To assist the Grantee in the implementation of the Agreement, USAID, from time to time, will issue Implementation Letters that will furnish additional information about matters stated in this Agreement. The Parties may also issue jointly agreed-upon Implementation Letters to confirm and record their mutual understanding on aspects of the implementation of this Agreement. Implementation Letters can also be issued to record revisions or exceptions which are permitted by the Agreement.

Article B General Covenants

Section B 1 Consultation The Parties will cooperate to assure that the Objective and Results of this Agreement will be accomplished. To this end, the Parties, at the request of either, will exchange views on progress towards the Objective and Results, the performance of obligations under this Agreement, the performance of any consultants, contractors, or suppliers engaged under the Agreement, and other matters relating to the Agreement.

Section B 2 Execution of Agreement The Grantee will

(a) Carry out the Agreement or cause it to be carried out with due diligence and efficiency, in conformity with sound technical, financial, and management practices, and in conformity with those documents, plans, specifications, contracts, schedules, or other arrangements, and with any modifications therein, approved by USAID pursuant to this Agreement, and

(b) Provide qualified and experienced management for, and train such staff as may be appropriate for the maintenance and operation of activities financed under the Agreement, and, as applicable for continuing activities, cause those activities to be operated and maintained in such manner as to assure the continuing and successful achievement of the Objective and Results of the Agreement.

Section B 3 Utilization of Goods and Services

(a) Any goods and services financed under this Agreement, unless otherwise agreed in writing by USAID, will be devoted to the Agreement until the completion or termination of the Agreement, and thereafter (as well as during any period of suspension of the Agreement) will be used to further the

Objective of the Agreement and as USAID may direct in Implementation Letters

(b) Goods or services financed under this Agreement, except as USAID may otherwise agree in writing, will not be used to promote or assist a foreign aid project or activity associated with or financed by a country not included in USAID Geographic Code 935 as in effect at the time of such use

Section B 4 Taxation [See ADS 350 5 1d for appropriate use of this clause or alternative language]

(a) General Exemption The Agreement and the assistance thereunder are free from any taxes imposed under laws in effect in the territory of the Grantee

(b) Except as provided otherwise in this provision, the General Exemption in subsection (a) applies to, but is not limited to (1) any activity, contract, grant or other implementing agreement financed by USAID under this Agreement, (2) any transaction or supplies, equipment, materials, property or other goods (hereinafter collectively "goods") under (1) above, (3) any contractor, grantee, or other organization carrying out activities financed by USAID under this Agreement, (4) any employee of such organizations, and (5) any individual contractor or grantee carrying out activities financed by USAID under this Agreement

(c) Except as provided otherwise in this provision, the General Exemption in subsection (a) applies to, but is not limited to, the following taxes

(1) Exemption 1 Customs duties, tariffs, import taxes, or other levies on the importation, use and re-exportation of goods or the personal belongings and effects (including personally-owned automobiles) for the personal use of non-national individuals or their family members

Exemption 1 includes, but is not limited to, all charges based on the value of such imported goods, but does not include service charges directly related to services performed to transfer goods or cargo

(2) Exemption 2 Taxes on the income, profits or property of all (i) non-national organizations of any type, (ii) non-national employees of national and non-national organizations, or (iii) non-national individual contractors and grantees Exemption 2 includes income and social security taxes of all types and all taxes on the property, personal or real, owned by such non-national organizations or persons The term "national" refers to organizations established under the laws of the Grantee and citizens of

the Grantee, other than permanent resident aliens in the United States

(3) Exemption 3 Taxes levied on the last transaction for the purchase of goods or services financed by USAID under this Agreement, including sales taxes, value-added taxes (VAT), or taxes on purchases or rentals of real or personal property The term "last transaction" refers to the last transaction by which the goods or services were purchased for use in the activities financed by USAID under this Agreement

(d) If a tax has been levied and paid contrary to the provisions of an exemption, USAID may, in its discretion, (1) require the Grantee to refund to USAID or to others as USAID may direct the amount of such tax with funds other than those provided under the Agreement, or (2) offset the amount of such tax from amounts to be disbursed under this or any other agreement between the Parties

(e) In the event of a disagreement about the application of an exemption, the Parties agree to promptly meet and resolve such matters, guided by the principle that the assistance furnished by USAID is free from direct taxation, so that all of the assistance furnished by USAID will contribute directly to the economic development of the country of the Grantee

Section B 5 Reports, Accounting Records, Audits, and Inspections

(a) The Grantee shall furnish USAID such information and reports relating to the Agreement as USAID may reasonably request

(b) The Grantee shall maintain accounting books, records, documents and other evidence relating to the Agreement, adequate to show, without limitation, all costs incurred under the Agreement, the receipt and use of goods and services acquired under the Agreement, agreed-upon cost sharing requirements, the nature and extent of solicitations of prospective suppliers of goods and services acquired, the basis of award of contracts and orders, and the overall progress of the Agreement toward completion ("Agreement books and records") At the Grantee's option, with approval by USAID, Agreement books and records shall be maintained in accordance with one of the following methods (1) generally accepted accounting principles prevailing in the United States, (2) generally accepted accounting principles prevailing in the country of the Grantee, (3) accounting principles prescribed by the International Accounting Standards Committee (an affiliate of the International Federation of Accountants), or (4) such other accounting principles as the

Parties may agree to in writing Agreement books and records shall be maintained for at least three years after the date of last disbursement by USAID or for such longer period, if any, required to resolve any litigation, claims or audit findings

(c) If \$250,000 or more is disbursed directly to the Grantee in any one calendar year under the Agreement, the Grantee, except as the Parties may otherwise agree in writing, shall have financial audits made of the funds disbursed to the Grantee under the Agreement in accordance with the following terms

(1) The Grantee shall select an independent auditor in accordance with the "Guidelines for Financial Audits Contracted by Foreign Recipients" issued by the USAID Inspector General ("Guidelines"), and the audits shall be performed in accordance with the "Guidelines "

(2) An audit of the funds provided under the Agreement shall be conducted for each fiscal year of the Grantee The audit shall determine whether the receipt and expenditure of the funds provided under the Agreement are presented in accordance with generally accepted accounting principles agreed to in section (b) above and whether the Grantee has complied with the terms of the Agreement Each audit shall be completed no later than one year after the close of the Grantee's fiscal year

(d) The Grantee shall submit an audit report to USAID within 30 days after completion of each audit arranged for by the Grantee in accordance with this Section The USAID Inspector General will review each report to determine whether it complies with the audit requirements of this Agreement Subject to USAID approval, costs of audits performed in accordance with the terms of this Section may be charged to the Agreement In cases of continued inability or unwillingness to have an audit performed in accordance with the terms of this Section, USAID will consider appropriate sanctions which include suspension of all or a portion of disbursements until the audit is satisfactorily completed or USAID performs its own audit

(e) The Grantee shall submit to USAID, in form and substance satisfactory to USAID, a plan by which the Grantee will ensure that funds made available to subrecipients that receive \$100,000 or more in any one calendar year under the Agreement are audited in accordance with this Agreement The plan should describe the methodology to be used by the Grantee to satisfy its audit responsibilities with respect to any subrecipient to which this Section applies Such audit responsibilities with respect to subrecipients may be satisfied by relying on independent audits of the subrecipients or on appropriate procedures performed by the internal audit or program staff of the Grantee,

by expanding the scope of the independent financial audit of the Grantee to encompass testing of subrecipients' accounts, or by a combination of these procedures. The plan should identify the funds made available to subrecipients that will be covered by audits conducted in accordance with other audit provisions that would satisfy the Grantee's audit responsibilities (a nonprofit organization organized in the United States is required to arrange for its own audits, a for-profit contractor organized in the United States that has a direct contract with USAID is audited by the cognizant U S Government Agency, a private voluntary organization organized outside the United States with a direct grant from USAID is required to arrange for its own audits, and a host-country contractor should be audited by the cognizant Grantee contracting agency). The Grantee shall ensure that appropriate corrective actions are taken on the recommendations contained in the subrecipients' audit reports, consider whether subrecipients' audits necessitate adjustment of its own records, and require each subrecipient to permit independent auditors to have access to records and financial statements as necessary.

(f) USAID may, at its discretion, perform the audits required under this Agreement on behalf of the Grantee by utilizing funds under the Agreement or other resources available to USAID for this purpose. The Grantee shall afford authorized representatives of USAID the opportunity at all reasonable times to audit or inspect activities financed under the Agreement, the utilization of goods and services financed by USAID, and books, records and other documents relating to the Agreement.

Section B 6 Completeness of Information The Grantee confirms

(a) that the facts and circumstances of which it has informed USAID, or caused USAID to be informed, in the course of reaching agreement with USAID on the Agreement, are accurate and complete, and include all facts and circumstances that might materially affect the Agreement and the discharge of responsibilities under this Agreement, and

(b) that it will inform USAID in timely fashion of any subsequent facts and circumstances that might materially affect, or that it is reasonable to believe might so affect, the Agreement or the discharge of responsibilities under this Agreement.

Section B 7 Other Payments Grantee affirms that no payments have been or will be received by any official of the Grantee in connection with the procurement of goods or services financed under the Agreement, except fees, taxes, or similar payments legally established in the country of the Grantee.

Section B 8 Information and Marking The Grantee will give appropriate publicity to the Agreement as a program to which the United States has contributed, identify Agreement activity sites, and mark goods financed by USAID, as described in Implementation Letters

Article C Procurement Provisions

Section C 1 Source and Origin

C 1 Source and Origin [If the authorized Geographic Code for foreign exchange procurement is Code 000, insert the following paragraph (a)]

(a) Foreign Exchange Costs Disbursements for Foreign Exchange Costs will be used exclusively to finance the costs of goods and services required for the Agreement having, with respect to goods, their source and origin and, with respect to the suppliers of goods and services, their nationality, in the United States (USAID Geographic Code 000), except as USAID may otherwise agree in writing

[Alternatively, if the authorized Geographic Code for foreign exchange procurement is other than Code 000, insert the following paragraph (a)]

(a) Foreign Exchange Costs Disbursements for Foreign Exchange Costs will be used exclusively to finance the costs of goods and services required for the Agreement having, with respect to goods, their source and origin and, with respect to the suppliers of goods and services, their nationality, in countries included in Geographic Code ___ as in effect at the time orders are placed or contracts entered into for such goods or services, except as USAID may otherwise agree in writing and as follows

(1) Ocean transportation costs shall be financed under the Agreement only on vessels under flag registry of countries included in Code 935 Also see Section C 6 on use of U S flag vessels

(2) The country of the Grantee is an eligible source for Foreign Exchange Cost for marine insurance, if otherwise eligible under Section C 7(a)

(3) Any motor vehicles financed under the Agreement will be of United States manufacture, except as USAID may otherwise agree in writing]

(b) Local Currency Costs Disbursements for Local Currency Costs will be used exclusively to finance the costs of goods and services required for the Agreement which meet the requirements

of USAID's local procurement policy which will be provided in an Implementation Letter

(c) The source and origin of ocean and air shipping will be deemed to be the ocean vessel's or aircraft's country of registry at the time of shipment

(d) Provisions concerning restricted and ineligible goods and services may be provided in an Implementation Letter

(e) Transportation by air of property or persons financed under this agreement will be on carriers holding United States certification, to the extent service by such carriers is available under the Fly America Act. This requirement may be further described by USAID in Implementation Letters

Section C 2 Eligibility Date No goods or services may be financed under the Agreement which are procured pursuant to orders or contracts firmly placed or entered into prior to the date of this Agreement, except as the Parties may otherwise agree in writing

Section C 3 Plans, Specifications and Contracts In order for there to be mutual agreement on the following matters, and except as the Parties may otherwise agree in writing

(a) The Grantee will furnish to USAID upon preparation

(1) any plans, specifications, procurement or construction schedules, contracts, or other documentation between the Grantee and third parties, relating to goods or services to be financed under the Agreement, including documentation relating to the prequalification and selection of contractors and to the solicitation of bids and proposals. Material modifications in such documentation will likewise be furnished USAID on preparation, and

(2) such documentation will also be furnished to USAID, upon preparation, relating to any goods or services, which, though not financed under the Agreement, are deemed by USAID to be of major importance to the Agreement. Aspects of the Agreement involving matters under this subsection (a) (2) will be identified in Implementation Letters

(b) Documents related to the prequalification of contractors, and to the solicitation of bids or proposals for goods and services financed under the Agreement will be approved by USAID in writing prior to their issuance, and their terms will include United States standards and measurements,

(c) Contracts and contractors financed under the Agreement for engineering and other professional services, for construction

services, and for such other services, equipment, or materials as may be specified in Implementation Letters, will be approved by USAID in writing prior to execution of the contract. Material modifications in such contracts will also be approved in writing by USAID prior to execution, and

(d) Consulting firms used by the Grantee for the Agreement but not financed under the Agreement, the scope of their services and such of their personnel assigned to activities financed under the Agreement as USAID may specify, and construction contractors used by the Grantee for the Agreement but not financed under the Agreement, shall be acceptable to USAID

Section C 4 Reasonable Price No more than reasonable prices will be paid for any goods or services financed, in whole or in part, under the Agreement. Such items will be procured on a fair and, to the maximum extent practicable, competitive basis

Section C 5 Notification to Potential Suppliers To permit all United States firms to have the opportunity to participate in furnishing goods and services to be financed under the Agreement, the Grantee will furnish USAID such information with regard thereto, and at such times, as USAID may request in Implementation Letters

Section C 6 Transportation

(a) In addition to the requirements in Section C 1(a), costs of ocean or air transportation and related delivery services may not be financed under the Grant, if the costs are for transportation under an ocean vessel or air charter which has not received prior USAID approval

(b) Unless USAID determines that privately owned United States-flag commercial ocean vessels are not available at fair and reasonable rates for such vessels, or otherwise agrees in writing

(1) at least fifty percent (50%) of the gross tonnage of all goods (computed separately for dry bulk carriers, dry cargo liners and tankers) financed by USAID which may be transported on ocean vessels will be transported on privately owned United States-flag commercial vessels, and

(2) at least fifty percent (50%) of the gross freight revenue generated by all shipments financed by USAID and transported to the territory of the Grantee on dry cargo liners shall be paid to or for the benefit of privately owned United States-flag commercial vessels. Compliance with the requirements of (1) and (2) of this subsection must be achieved with respect to both any cargo transported from U S ports and any cargo transported from non-U S ports,

computed separately

Section C 7 Insurance

(a) Marine insurance on goods financed by USAID which are to be transported to the territory of the Grantee may be financed as a Foreign Exchange Cost under this Agreement provided

(1) such insurance is placed at the most advantageous competitive rate,

(2) such insurance is placed in a country which is authorized under Section C 1(a), and

(3) claims thereunder are payable in U S dollars or any freely convertible currency unless USAID agrees otherwise in writing

If the Grantee (or government of the Grantee), by statute, decree, rule, regulation, or practice discriminates with respect to USAID-financed procurement against any marine insurance company authorized to do business in any State of the United States, then all goods shipped to the territory of the Grantee financed by USAID hereunder shall be insured against marine risks and such insurance shall be placed in the United States with a company or companies authorized to do marine insurance business in the United States

(b) Except as USAID may otherwise agree in writing, the Grantee will insure, or cause to be insured, goods financed under the Agreement imported for the Agreement against risks incident to their transit to the point of their use under the Agreement, such insurance will be issued on terms and conditions consistent with sound commercial practice and will insure the full value of the goods Any indemnification received by the Grantee under such insurance will be used to replace or repair any material damage or any loss of the goods insured or will be used to reimburse the Grantee for the replacement or repair of such goods Any such replacement will be of source and origin of countries listed in USAID Geographic Code 935 as in effect at the time of replacement and, except as the Parties may agree in writing, will be otherwise subject to the provisions of the Agreement

Section C 8 U S Government-Owned Excess Property The Grantee agrees that wherever practicable United States Government-owned excess personal property, in lieu of new items financed under the Grant, should be utilized Funds under the Agreement may be used to finance the costs of obtaining such property

Article D Disbursements [D 1 2 and 3 are optional, clause can

provide that disbursements will be made through such means as the Parties agree to in writing or as set forth in Annex 1]

Section D 1 Disbursement for Foreign Exchange Costs

(a) After satisfaction of conditions precedent, if any, the Grantee may obtain disbursements of funds under the Agreement for the Foreign Exchange Costs of goods or services required for the Agreement in accordance with its terms, by such of the following methods as may be mutually agreed upon

(1) by submitting to USAID, with necessary supporting documentation as prescribed in Implementation Letters, (A) requests for reimbursement for such goods or services, or, (B) requests for USAID to procure commodities or services in Grantee's behalf for the Agreement, or,

(2) by requesting USAID to issue Letters of Commitment for specified amounts directly to one or more contractors or suppliers, committing USAID to pay such contractors or suppliers for such goods or services

(b) Banking charges incurred by the Grantee in connection with Letters of Commitment will be financed under the Agreement unless the Grantee instructs USAID to the contrary. Such other charges as the Parties may agree to may also be financed under the Agreement

Section D 2 Disbursement for Local Currency Costs

(a) After satisfaction of conditions precedent, if any, the Grantee may obtain disbursements of funds under the Agreement for Local Currency Costs required for the Agreement in accordance with terms of this Agreement, by submitting to USAID, with necessary supporting documentation as prescribed in Implementation Letters, requests to finance such costs

(b) The local currency needed for such disbursements may be purchased by USAID with U S Dollars. The U S Dollar equivalent of the local currency made available hereunder will be the amount of U S Dollars required by USAID to obtain the local currency

Section D 3 Other Forms of Disbursement Disbursements may also be made through such other means as the Parties may agree to in writing

Section D 4 Rate of Exchange If funds provided under the Agreement are introduced into the Cooperating Country by USAID or any public or private agency for purposes of carrying out obligations of USAID hereunder, the Grantee will make such arrangements as may be necessary so that such funds may be converted into local currency at the highest rate of exchange

which, at the time the conversion is made, is not unlawful in the country of the Grantee to any person for any purpose

Article E Termination, Remedies

Section E 1 Suspension and Termination

(a) Either Party may terminate this Agreement in its entirety by giving the other Party 30 days written notice. USAID also may terminate this Agreement in part by giving the Grantee 30 days written notice, and suspend this Agreement in whole or in part upon giving the Grantee written notice. In addition, USAID may terminate this Agreement in whole or in part, upon giving the Grantee written notice, if (i) the Grantee fails to comply with any provision of this Agreement, (ii) an event occurs that USAID determines makes it improbable that the Objective or Results of the Agreement or the assistance program will be attained or that the Grantee will be able to perform its obligations under this Agreement, or (iii) any disbursement or use of funds in the manner herein contemplated would be in violation of the legislation governing USAID, whether now or hereafter in effect.

(b) Except for payment which the Parties are committed to make pursuant to noncancellable commitments entered into with third parties prior to such suspension or termination, suspension or termination of this entire Agreement or part thereof will suspend (for the period of the suspension) or terminate, as applicable, any obligation of the Parties to provide financial or other resources to the Agreement, or to the suspended or terminated portion of the Agreement, as applicable. Any portion of this Agreement which is not suspended or terminated shall remain in full force and effect.

(c) In addition, upon such full or partial suspension or termination, USAID may, at USAID's expense, direct that title to goods financed under the Agreement, or under the applicable portion of the Agreement, be transferred to USAID if the goods are in a deliverable state.

Section E 2 Refunds

(a) In the case of any disbursement which is not supported by valid documentation in accordance with this Agreement, or which is not made or used in accordance with this Agreement, or which was for goods or services not used in accordance with this Agreement, USAID, notwithstanding the availability or exercise of any other remedies under this Agreement, may require the Grantee to refund the amount of such disbursement in U S Dollars to USAID within sixty (60) days after receipt of a request therefor.

(b) If the failure of Grantee to comply with any of its obligations under this Agreement has the result that goods or

services financed or supported under the Agreement are not used effectively in accordance with this Agreement, USAID may require the Grantee to refund all or any part of the amount of the disbursements under this Agreement for or in connection with such goods or services in U S Dollars to USAID within sixty (60) days after receipt of a request therefor

(c) The right under subsections (a) or (b) to require a refund of a disbursement will continue, notwithstanding any other provision of this Agreement, for three years from the date of the last disbursement under this Agreement

(d) (1) Any refunds under subsections (a) or (b), or (2) any refund to USAID from a contractor, supplier, bank or other third party with respect to goods or services financed under the Agreement, which refund relates to an unreasonable price for or erroneous invoicing of goods or services, or to goods that did not conform to specifications, or to services that were inadequate, will (A) be made available first for the Agreement, to the extent justified, and (B) the remainder, if any, will be applied to reduce the amount of the Grant

(e) Any interest or other earnings on funds disbursed by USAID to the Grantee under this Agreement prior to the authorized use of such funds for the Agreement will be returned to USAID in U S Dollars by the Grantee, unless USAID otherwise agrees in writing

Section E 3 Nonwaiver of Remedies No delay in exercising any right or remedy accruing to a Party in connection with its financing under this Agreement will be construed as a waiver of such right or remedy

Section E 4 Assignment The Grantee agrees, upon request, to execute an assignment to USAID of any cause of action which may accrue to the Grantee in connection with or arising out of the contractual performance or breach of performance by a Party to a direct U S Dollar contract which USAID financed in whole or in part out of funds granted by USAID under this Agreement

Article F Miscellaneous

Section F 1 Job Loss, Export Processing Zones and Workers' Rights

(a) No funds or other support provided hereunder may be used in an activity reasonably likely to involve the relocation or expansion outside of the United States of an enterprise located in the United States if non-U S production in such relocation or expansion replaces some or all of the production of, and reduces the number of employees at, said enterprise in the United States

(b) No funds or other support provided hereunder may be used in an activity the purpose of which is the establishment or development in a foreign country of any export processing zone or designated area where the labor, environmental, tax, tariff, and safety laws of the country would not apply, without the prior written approval of USAID

(c) No funds or other support provided hereunder may be used in an activity which contributes to the violation of internationally recognized rights of workers in the recipient country, including those in any designated zone or area in that country

*** END ***



U S AGENCY FOR
INTERNATIONAL
DEVELOPMENT

SEP 25 1996

ACTION MEMORANDUM FOR THE DEPUTY ASSISTANT ADMINISTRATOR FOR AFRICA

FROM: Myron Golden, Director, USAID/Ghana
THROUGH: Harry Lightfoot, Director, AFR/WA *Amifort*
SUBJECT: Ghana. Use of Non-Project Assistance in the Primary Education Strategic Objective

ACTION REQUESTED Your approval is required for the use of a Sector Program Assistance, cash disbursement mechanism in support of USAID Ghana's Primary Education Strategic Objective. The proposed Sector Program Assistance is an integral part of USAID Ghana's Strategic Objective 2 (SO2), "increased effectiveness of the primary education system," as approved in STATE 100883, dated May 15, 1996.

BACKGROUND: The Government of Ghana (GOG) spends 39 percent of its discretionary, recurrent budget on education, of which two-thirds is devoted to basic (primary and junior secondary) education. The GOG also receives more than \$40 million in donor support for education each year. Despite this sizeable investment, results -- as measured by test scores -- are dismally low.

Significant policy and technical constraints hamper the education sector in Ghana, adversely impacting on student performance. The majority--over 90 percent--of the Ministry of Education's (MOE) budget is devoted to salaries and benefits, leaving few resources available for program and material support. Management of the education system tends to centralize resources and decision-making in Accra. As a result, there are many classrooms without a full complement of teachers. In other cases, teachers are posted to areas where they are unable to speak the local language, although the national policy requires instruction in indigenous languages for the first three years of school. Textbooks and other learning materials are often warehoused at the district level, but due to poor inventory and distribution, are often unavailable for the use of teachers and students in classroom. Essentially, districts and communities are overly reliant upon a weak, centralized education bureaucracy that is unable to provide the level of services required for quality education.

The GOG has recognized the impediments an overly centralized bureaucracy places on greater economic growth and has made a fundamental commitment to the decentralization of government functions. Its strategy in the education sector emphasizes devolution of authorities and responsibilities to the level of Ghana's 110 administrative Districts. The USAID Ghana strategy also attaches great importance to decentralization, but goes one step further by focusing on, not only government decentralization, but also on local empowerment, accountability, and parental and community participation

USAID's assistance will be used to leverage more effective use of the substantial resources devoted to education in Ghana, in part through support for decentralization and community participation efforts. The Mission is currently designing two complementary Results Packages for the implementation of the Strategic Objective, "increased effectiveness of the primary education system." Under this SO, cash disbursements will be combined with technical assistance, training, and support for community-based activities. The cash disbursements will be used to encourage policy changes and the development and introduction of improved management, instructional and governance practices. A Model School Program will be developed and replicated nationwide involving the introduction of School Quality Standards. School Quality Standards (SQS) are threshold conditions for schools' instruction, staffing, management, materials and infrastructure, and are linked to students' learning objectives.

AFRICA BUREAU NON-PROJECT ASSISTANCE (NPA) REQUIREMENTS In accordance with the "Africa Bureau Guidance on Documentation Under NPA Cash Grant Programs - Reducing Requirements" (STATE 244163, August 11, 1993), the following information is provided for your consideration of the approval of a cash transfer in the Primary Education Strategic Objective program

Mission Recommendation The use of a cash disbursement mechanism to effectuate a sector assistance program is recommended by the Director, USAID Ghana, Myron Golden

Level of Effort A cash disbursement of \$2,500,000 is proposed in FY 1996, out of a total of \$18,000,000 in projected cash disbursements over the FY 1996 to 2001 life of the program

Policy Reform USAID Ghana's planned level of \$18 million in NPA, to support the Primary Education Strategic Objective in FYs 1996 to 2001, was selected to maximize the likelihood of improvements in the national educational system given finite resources and complementary needs for technical assistance, training and support for community participation. These cash disbursements will encourage policy changes, including the devolution of authorities and responsibilities to districts and

communities. Out of the planned FY 96 obligation of \$8,874,000, \$2,500,000 is programmed for NPA and the remainder will be used for starting up a range of complementary activities.

POLICY DIALOGUE AGENDA: USAID has identified a series of policy initiatives which, if implemented, can strengthen Ghana's capacity to deliver quality education. Broad policy initiatives to be pursued over the six year program include: (1) adoption of the Model School Program nationwide which demonstrates School Quality Standards; (2) reform of the primary education curriculum and student assessment system to improve learning and teaching in the classroom; (3) improvement of the MOE personnel management system; (4) increased capacities and authorities of districts and schools; and (5) establishment of a Model School information management system which provides critical information to policy makers on school performance.

Conditionality: The planned \$2.5 million, first tranche, cash disbursement will be used to begin the policy dialogue process by supporting initial efforts to advance the five broad policy initiatives identified above. Disbursement of FY 96 funds will be subject to the GOG successfully meeting the following four conditions precedent:

1. "As part of the annual tranche review process, the Ministry of Finance (MOF), the Ministry of Education and USAID, will come to mutual agreement on a schedule of activities and the resource requirements of the Model School Program for the forthcoming Ghanaian fiscal year. The review will include a discussion of problems and delays and will provide recommendations to improve overall program performance." The GOG is committed to the development and replication of a school model that will be developed with USAID support. This mechanism will ensure coordinated programming of resources to meet program objectives. The agreement reached by USAID and the GOG will be formalized in a Program Implementation Letter (PIL) that will be signed by the Minister of Finance, the Minister of Education and USAID.
2. "The Grantee has developed and disseminated policy and implementation guidelines for reducing the number of primary subjects and increasing instructional time for language." This advances policy initiatives in curriculum reform to reduce the number of subjects taught in primary school from nine at a time, and to improve the allocation of instructional time. This will improve the quality of education by focussing and increasing the amount of classroom instruction.
3. "The Grantee has conducted an analysis of educational personnel staffing and needs of the Ministry of Education

and the Ghana Education Service at the central, regional, district and school levels, and implemented a plan for reassigning personnel in selected districts " The GOG is committed to improving the qualifications, posting and performance of educational personnel This is an important first step towards assuring that schools are adequately staffed with qualified and motivated personnel.

4. "The Grantee has prepared a formal plan for effective distribution, utilization and monitoring of instructional materials, and implemented the plan in selected districts." The GOG is committed to a program of improvements in teaching and student assessment This effort will lead to improved distribution of textbooks and establish a system of logistics for the distribution of learning materials that will be developed as part of the Strategic Objective Program.

Covenants: The GOG will also agree to the following Covenants:

1. "The GOG will conduct and publicize annual Criteria-Referenced Test scores, on a timely basis, including averages nationwide, by region and by gender."
2. "The GOG will provide sufficient personnel and financial resources to implement the Strategic Objective Program and agrees to integrate successful elements of the program into the national educational system."
3. "The GOG will furnish to USAID such reports and information relating to the Grant and the performance of the Grantee's obligations under this Agreement as USAID may reasonably request "

PERFORMANCE INDICATORS. Performance indicators for SO2 which will capture the contributions of the NPA program over time are

1. The percentage of students in model schools passing the Criterion Referenced Test in English and Mathematics, compared to the national average The Criterion Referenced Tests are administered annually to five percent of Ghanaian children completing the sixth grade (P6) The tests measure the mastery of the curriculum in English and Mathematics at the P6 level. Passing scores are 60 percent for English and 55 percent for Mathematics.
2. Percentage of districts which participate in the Model School Program (Ghana has 110 administrative Districts.)
3. Enrollment rates in Model schools as compared to the national average.

4. Retention rates in model schools as compared to the national average.

Additional performance indicators at the Intermediate Results level will be elaborated in the Results Package Descriptions

RATIONALE FOR CASH DISBURSEMENT MECHANISM: This Strategic Objective takes a sector program assistance approach, with cash disbursements being complemented by technical assistance, training and community participation activities. A cash disbursement approach was selected after taking into consideration the demonstrated capacity of the Ghanaian authorities to manage a market-oriented foreign exchange allocation system. What was once a foreign exchange auction system has evolved into a free and open interbank market. An audit of USAID/Ghana's cash transfer programs performed by RIG/A/Dakar in February 1994 concluded that the GOG's foreign exchange "conversion system is open, above-board, and used by all other donors."

Recent discussions between USAID/Ghana, the Bank of Ghana and various banks participating in the interbank market system revealed that the system remains open and transparent. There are no restrictions on the purchase or borrowing of foreign exchange for commercial transactions. Travelers may be subject to a \$5,000 ceiling on foreign exchange for personal use. To obtain foreign exchange, an individual or company merely completes a transaction with a commercial bank, or for smaller amounts, with one of numerous foreign exchange bureaus. The gap between the exchange rates at foreign exchange bureaus and those of the commercial banks is generally under 5 percent, demonstrating market integration and freedom, and reflecting differential transaction costs and short-term fluctuations in supply and demand at different locations. The Central Bank buys and sells foreign exchange through the interbank market to stabilize the value of the cedi. As a result, there are periodic shortfalls in the availability of foreign exchange, as confirmed during discussions with participating banks. The cash disbursements to be made under this program will contribute to correcting this shortfall.

Additionally, cash transfer assistance is less costly to administer than a commodity import program. Pre-design analyses concluded that, whereas Ghana's primary education system requires additional capital development, physical improvements must be accompanied by policy changes and managerial and technical improvements, if educational quality is to be improved. USAID's contributions to capital development will be complemented by those of the GOG and other donors.

DOLLAR USES: Dollar uses are unspecified. Section 532(b) of the 1996 Foreign Operations, Export Financing and Related Programs

Appropriations Act states that countries receiving cash transfers or cash-disbursing, non-project sector assistance, whether Development Assistance or Economic Support Funds, are required to establish separate accounts for receipt of such funds. However, per Section 532 (b) (4) of the aforementioned Act, USAID may exempt this activity from the separate account requirement upon notification of the Committee on Appropriations. This has been done and the Congressional Notification which expired on August 20, 1996 (STATE 174639) constitutes concurrence in the exemption of this Strategic Objective from the separate account and dollar tracking requirement. The Mission's rationale for seeking this exemption was to support the existing policies that are non-restrictive and are supportive of market allocations of foreign exchange.

CONTROL OF FUNDS.

1. Tranche Disbursements The first and subsequent tranches will be disbursed immediately after an approved PIL has been countersigned by MOF and MOE confirming that Conditions Precedent to disbursement of the respective tranches have been met. After issuance of the PIL, USAID Ghana will instruct USAID/W (FA/FM/CMPD) by cable to transfer the funds to a GOG-designated, Bank of Ghana account in New York. The cable will include (1) certification that all CPs have been met and the date met; (2) any other information which may be required under the terms of the agreement to make the disbursement, (3) the dollar amount to be disbursed, and (4) the Bank of Ghana's U S bank address, account name and account number. USAID/W will then effect the transfer from the U S. Treasury into that account.

2. GOG Contribution The GOG, as the Grantee, will not directly engage in sales of dollars disbursed under this NPA program, however it will benefit from an improvement in its Treasury position at the Bank of Ghana. In turn, the GOG will provide sufficient funding for the local currency needs of the primary education program through the general budget. Conditions precedent and covenants have been drafted in such a way that the GOG will be responsible for demonstrating that adequate budgetary resources have been appropriated, committed and disbursed to achieve performance objectives. USAID's role will be to monitor the conditionality and the specific conditions as they relate to specific program and impact indicators.

3. Trust Funds: As part of the Strategic Objective Agreement, the GOG will appropriate from its General Budget the cedi equivalent of ten percent (10%) of the dollar value of each year's NPA disbursement for allocation to a Trust Fund account for administrative costs of USAID. The

Ghanaian cedi equivalent of Trust Funds to be appropriated shall be calculated on the basis of the highest rate of exchange available at a commercial bank which, at the time the appropriation is made, is not unlawful in the Republic of Ghana, unless USAID agrees otherwise in writing. USAID will request the GOG to effect the transfer of Trust Funds within one week following the disbursement of the dollar Cash Transfer.

HOST COUNTRY OWNERSHIP In late July, USAID personnel met with the Minister of Education, who concurred with the objectives of the Primary Education Strategic Objective policy initiatives and the conditions precedent and covenants presented above. At a subsequent meeting with representatives of the Minister for Finance, the Mission obtained their concurrence on the policy objectives and conditionality.

RECOMMENDATION: That you sign this Action Memorandum, thereby approving the use of a cash disbursement mechanism in the implementation of USAID Ghana's Primary Education Strategic Objective program. Further, authority is granted to exempt cash disbursements made pursuant to this agreement from the requirement for separate account and dollar tracking beyond their initial transfer to the GOG. No local currency will be "generated" as a direct result of these cash disbursements.

Approved: 

Not Approved: _____

Date. 9/25/96

Drafted by. SHaykin/DRollins, USAID/Ghana 9/19/96

docs\npa.am

Clearances:

AFR/WA: MJune Ug

AFR/DP/CONT. RLeonard RL

GC/AFR: PJohnson PJS

AFR/DP. JGovan J

AGENCY FOR INTERNATIONAL DEVELOPMENT PROGRAM ASSISTANCE APPROVAL DOCUMENT (PAAD)		1 PAAD Number 641-T-606 (641-0128)	
		2 Country Ghana	
		3 Category Primary Edu Stratgic Objective Program	
		4 Date September 26, 1996	
5 To USAID/GHANA MISSION DIRECTOR, MYRON GOLDEN		6 OYB Change Number *	
7 From RICHARD MACKEN, PDO		8 OYB Increase * To be taken from *	
9 Approval Requested for Commitment of \$2,500,000		10 Appropriation Budget Plan Code 726/71021 1 BPC GVD6 96-31641-KG31	
11 Type Funding <input type="checkbox"/> Loan <input checked="" type="checkbox"/> Grant	12 Local Currency Arrangement <input type="checkbox"/> Informal <input type="checkbox"/> Formal <input checked="" type="checkbox"/> None	13 Estimated Delivery Period 10/96 4/97	14 Transaction Eligibility Date Date of Grant Agreement
15 Commodities Financed Not Applicable			
16 Permitted Source US only * N/A Limited F W * Free World * Cash *		17 Estimated Source US N/A Industrialized Countries * Local * Other *	

18 Summary Description

The Primary Education Strategic Objective Program documentation package contains justification for an \$18,000,000 non project assistance cash disbursement

This PAAD facesheet approves and authorizes only \$2,500 000 in non project assistance. In subsequent fiscal years of the program the PAAD facesheet may be amended by the USAID/Ghana Director to increase the authorized level of funding by the amount obligated during the respective year

19. Clearances N/A	Date	20 Action	
		<input checked="" type="checkbox"/> APPROVED <input type="checkbox"/> DISAPPROVED	
		Authentication Signature <i>Myron Golden</i> MYRON GOLDEN	
		Date <i>September 28, 1996</i>	
		Title MISSION DIRECTOR	

UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT
ACTIVITY DATA SHEET

PROGRAM GHANA

CP 81 05 (4 85)

TITLE QUALITY IMPROVEMENTS IN PRIMARY SCHOOLS		FUNDING SOURCE DA	PROPOSED OBLIGATION (In thousands of dollars)		
			FY 96 2 500 (NPA) 6 374 (PA)	LIFE OF PROJECT (Auth) \$53 000 35 000 (PA) 18 000 (NPA)	
NUMBER 641 0128 0129 GRANT <input checked="" type="checkbox"/> LOAN <input type="checkbox"/>	NEW <input checked="" type="checkbox"/> CONTINUING <input type="checkbox"/>	PRIOR REFERENCE 1996 Statistical Annex	INITIAL OBLIGATION FY 96	ESTIMATED FINAL OBLIGATION FY 2001	ESTIMATED COMPLETION DATE OF PROJECT FY 2001

Purpose To increase the effectiveness of the primary education system

Background Over the past two decades the quality of education in Ghana has declined significantly. Although the Government of Ghana maintains a strong commitment to the education sector and allocates 40 percent of its annual resources to primary education, the system is ineffective. Major constraints to primary education include poor teacher training, outmoded teaching methods, lack of appropriate learning materials, an overloaded curriculum that is burdensome to teachers and students, inadequate physical facilities, and insufficient community participation.

Program Description This is a five year program to improve the effectiveness of primary education in Ghana. A Non Project Assistance component will support development and implementation of new policies and procedures governing the recruitment, training, placement and monitoring of teachers, improved classroom instruction, and the devolution of financial and management responsibilities to the district and community levels. This program will assist the GOG to create a more conducive policy environment for improving the quality in the schools and ensuring the sustainability of primary education programs in the future. First tranche Non Project Assistance conditionality will require the GOG to (1) conduct a personnel audit, (2) develop a plan for effective distribution, utilization and monitoring of instructional materials, (3) develop and disseminate policy and implementation guidelines for curriculum reform to promote literacy and numeracy. The project assistance component will fund technical assistance by U.S. firms and U.S. PVOs to improve teacher training, school administration and teacher supervision in selected districts. Project assistance funds will also strengthen local non governmental organizations including parent teacher associations, school management committees and other community groups involved in promoting better education.

Relationship to USAID Country Strategy This program is a key element of USAID/Ghana's approved strategy and supports strategic objective number two to increase the effectiveness of the primary education system.

Host Country and Other Donors The Government of Ghana has identified basic education as a critical element of its five year strategy to increase economic growth; it stresses the need for literacy and numeracy for all citizens through expanded and improved education and training. This program supports the Constitutionally mandated program to improve basic education. Other donor programs supporting this effort include (1) the World Bank \$50 million Basic Education Sector Investment Credit Program in Ghana, (2) the German development agencies \$15 million teacher training program and (3) the British development agency \$22.5 million program.

Beneficiaries The Program will help all of Ghana's 3 million primary school children. All pupils will benefit from reforms to the curriculum, resulting in a more focused and relevant syllabus, while the establishment of national school quality standards will give direction and impetus to improving the classroom learning environment throughout the country. Certain districts will receive an additional degree of program support to improve teaching, instructional materials and management in their schools.

Results By the end of Program assistance, students receiving full project support will significantly improve their pass rates in English and math on the Criterion Referenced Test from the current 4 percent and 2 percent respectively to 30 percent and 15 percent. In addition, the schools these students attend will show a significant improvement in reaching school quality indicators, and over 500 schools in at least five districts will qualify to participate in the School Quality Improvement activities of the program.

SECTION 536(b)(4) EXEMPTION NOTIFICATION USAID intends to exempt the NPA/Cash Transfer funds disbursed under this program from the separate account requirement for the reasons described below. Dollar disbursements will be deposited initially into a separate account after which they will be utilized to augment the Foreign Exchange reserves of the GOG as sold to the commercial banking system through the Bank of Ghana interbank market. No local currency will be generated. USAID's policy is to encourage adoption of such free market exchange systems. Accordingly, Ghana is considered eligible for exemption because its foreign exchange allocation system is open and non directed, and it would be contrary to USAID policy to seek to impose GOG administrative controls on such a system.

U S FINANCING (In thousands of dollars)				PRINCIPAL CONTRACTORS OR AGENCIES
	Obligations	Expenditures	Unliquidated	
Through September 30 1994	0-	0	0	
Estimated Fiscal Year 1995	0-	0		
Estimated Through September 30 1995	0	0	0	
		Future Year Obligations	Estimated Total Cost	
Proposed Fiscal Year 1996	8 874	44 126	53 000	

PRINCIPAL CONTRACTORS OR AGENCIES

U S Contractors (TBD)
U S Private Voluntary Organizations (TBD)
U S educational institutions (TBD)

TBD = to be determined